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ABSTRACT

The contemporary scene and future directions for public educational broadcasting were examined for this report as a prior condition to increasing the usefulness and availability of public television and radio programing in providing continuing learning opportunities for all Americans. The opening sections of the report describe the research methodology, the main features of Continuing Public Education Broadcasting (CPEB), and recommendations to the Corporation for Public Broadcasting on the purpose and planning of adult learning opportunities through public broadcasting stations. The rest of the document is composed of appendixes which identify centers of activity and knowledgeable individuals; present a quantitative profile of continuing education programing and general information about the development and use of programs, provide judgments about the quality of programing through selection and inspection of a representative sample of broadcast and related materials; list the panel of broadcasting, educational, and research specialists who participated in the study; and contain papers used in the drafting of the report. (Author/SP)

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A Report to the
Corporation for Public Broadcasting
from the
National Instructional Television Center

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INTRODUCTION

There is widespread agreement that adults must continue their education beyond formal schooling. The Public Broadcasting Act of 1967 has created a national agency, the Corporation for Public Broadcasting, that can provide continuing learning opportunities for all Americans. Those who direct the Corporation are committed to increasing the usefulness and availability of public television and radio programming for such opportunities.

As a prior condition of successful action, the Corporation required an expeditious but thoughtful investigation of the contemporary scene and consideration of future directions for public broadcasting. Accordingly it commissioned the National Instructional Television Center (NITC) to undertake this investigation on Continuing Public Education Broadcasting (CPEB).

In preparing its study, NITC applied the methods it generally uses to determine the status of and requirements for television in major content areas of school broadcasting. During the first month of the investigation, extensive inquiry and field visits established the overall nature of CPEB, identified centers of activity and revealed knowledgeable individuals

(Appendix A). The inquiry helped fashion a programing questionnaire that was sent to all public broadcasting stations. Responses to it and to subsequent questionnaires created a quantitative profile of continuing education programing and provided general information about the development and use of programs (Appendix B). In turn, the availability of these data made it possible to form judgments about the quality of programing through selection and inspection of a representative sample of broadcast and related materials (Appendix C).

This inspection was a central feature of the CPEB investigation. It was conducted at the end of the investigation's second month by a panel of broadcasting, educational and research specialists (Appendix D). Drawing on this experience, the panel described CPEB's existing nature and considered its future goals, current adequacy and requirements for realizing goals.

As a result of the panel meeting, and to support the drafting of this report, six working papers were prepared. Three were written by panel members who are specialists in broadcasting (Appendix E), its use in adult education (Appendix F) and communications research (Appendix G), respectively. The purpose of these papers was to refine and expand the thinking of the panel. A fourth panel member assisted NITC in preparing a working paper outlining the current nature of continuing education (Appendix H). Its function was to provide background information

about continuing education's participants, substance and methods. The last two papers were addressed to a major operational problem identified by the panelists as requiring separate study. These papers were prepared by a consultant and dealt with criteria for determining national program priorities (Appendix I) and application of the priority criteria (Appendix J).

A second meeting was held six weeks later to consider the main ideas of the final report to the Corporation. It was attended primarily by panelists of the first meeting (Appendix K) and drew heavily on their papers.

Following the meeting, NITC prepared a draft of the report. Its preparation was assisted by those who had contributed before as well as by others (Appendix L) who had not. Finally, 36 draft copies of the body of the report were circulated for comment to leaders in the fields of continuing education, communications research, educational television and radio broadcasting (Appendix M). Twenty-seven responses were received, almost all of which were both full and useful.

What follows, then, is a description of the main features of CPEB and recommendations to the Corporation on the purpose and planning of adult learning opportunities to be provided by it through public broadcasting stations.

While the report is based largely upon the impression made by existing broadcast materials and the contributions of

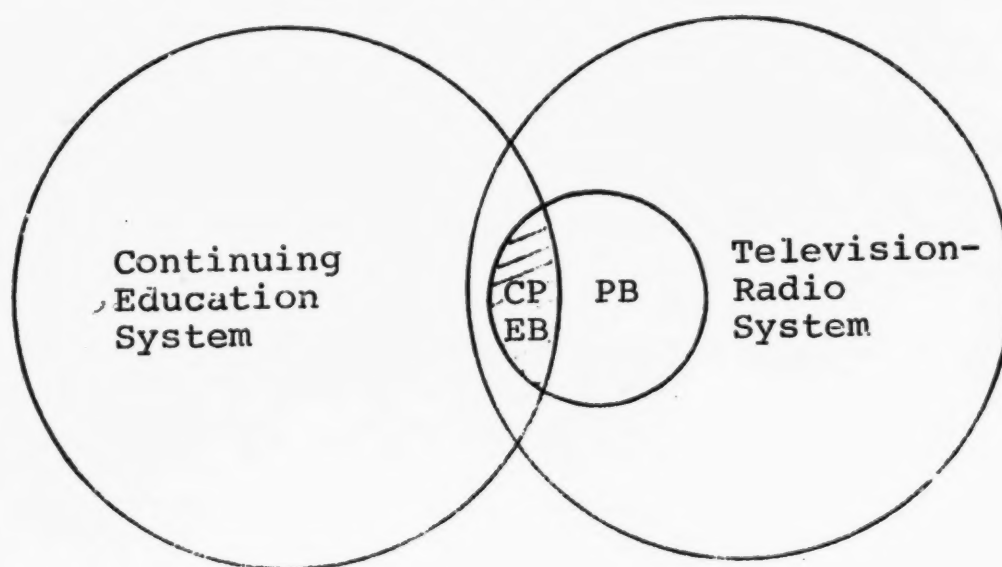
many people, NITC has drawn upon its experience and judgment to integrate and place them in perspective. This perspective is presented in the two sections of the report: Continuing Public Education Broadcasting Today and Continuing Public Education Broadcasting Tomorrow.

CONTINUING PUBLIC EDUCATION BROADCASTING

I

TODAY

As diagrammed below, Continuing Public Education Broadcasting (CPEB) is formed by the intersection of the Continuing Education and the Television and Radio Systems of the United States. More exactly, it consists of that segment of the intersection which is encompassed by the Public Broadcasting (PB) sub-system of television and radio.



The first part of this section outlines the central features of the Continuing Education System. The second considers those components of the Television and Radio System most relevant to it. The third part scans the emerging

sub-system of Public Broadcasting and the CPEB component within it. The concluding part focuses exclusively on current, continuing public education programing.

Continuing Education in the United States

Appendix H summarizes the salient features of continuing education by examining its general nature, characteristics of its participants, content and study methods. The Appendix is based on the National Opinion Research Center's 1961-62 survey of the educational pursuits of American adults, more recent literature and additional information supplied by Eugene I. Johnson, Professor of Adult Education, University of Georgia. Broad aspects of Appendix H are presented below.*

1. General Nature

Continuing education is concerned with virtually every adult need and interest and seeks to affect the quality of living in every societal unit from the individual to the Nation. At present, there are *no* completely adequate studies of the field or guides to its future development. While this heterogeneity of concern and inadequacy of information prevent exact description of continuing education, some generalizations about it are useful.

*Sources of information presented below are documented in the Appendix.

- ..Continuing education helps adults perform new tasks and social roles as they move through life. These tasks and roles vary greatly from time to time as new conditions present new opportunities and challenges.
- ..Continuing education is three things: a process by which adults continue learning; organized activities for mature men and women carried on by institutions for accomplishing specific educational objectives; and a social system that brings together individuals, institutions and associations concerned with the methods and materials of adult learning.
- ..Continuing education may be regarded as the unique resource of a free social order to carry on the functions of self-criticism, self-regulation and self-repair.

2. Characteristics of Its Participants

Description of the participants of continuing education includes consideration of adult learners, educating institutions and financing agencies.

The adult learner. The last "census" of adult learners was taken in 1961-62. It estimated about 25 million adult participants. Some specialists believe this figure has now doubled. Of these adult learners, about 290,000 were said to be using television and radio in the early sixties, and nearly 1.2 million in 1967.

As described in 1961-62, the typical adult participant was:

a woman, as often as a man, under forty, high school graduate or better, an above-average income, working full-time, most often in a white-collar occupation, white and Protestant, married and a parent, living in an urban area, more likely in the suburbs, and in all parts of the country, but more frequently on the West Coast than would be expected by chance.

In recent years heavy recruitment of the under-educated urban adult has undoubtedly changed the character of the typical participant. While no composite description of the contemporary learner has been located, the new participant, the under-educated adult, has been described as "...poor (both) economically and in terms of motivation and confidence. He is below average in aptitude to learn academic subjects and his excessive failures lead to discouragement and resignation to his fate."

The motivation of the adult learner has largely been utilitarian. In 1961-62, the main things people remembered about how they first came to enroll in courses were "...preparation for new jobs, advancement in present jobs, relationships with other people, and changes in the status or composition of their families." Stated more generally, "The reason an adult enters into education is to be able to better deal with some life problem about which he feels inadequate now."

Educating institutions. Continuing education is provided by institutions whose primary purpose is education, such as schools and libraries, and numerous institutions having some

other primary purpose, such as labor unions and professional associations. While some institutions providing continuing education are vigorously confronting pressing social challenges and are attempting to meet urgent needs, many are not. Consequently there is increasing anxiety that existing institutions may be inadequate to bring continuing education to other than its predominantly middle and upper class constituency.

Financing agencies. A considerable part of the capability of institutions to adapt to changing requirements will depend upon financial support from private foundations and government agencies. Because of their impact, activities of the Federal government cannot be overemphasized. At present, more than 200 federally-supported programs reach millions of American adults at an annual cost of more than one billion dollars. Some of the major programs are: the Adult Education Act of 1966 for basic education, Title VIII of the Housing and Urban Development Act of 1964 for community development training, the Public Health Service's Regional Medical Program providing support for continuing medical education, the Cooperative Extension Service and the Vocational Training Act.

3. Content

In general the "major emphasis in adult learning is on the practical rather than the academic; on the applied rather than the theoretical; and on skills rather than on knowledge

or information." This emphasis applies equally to learning via the mass media where participants favor "professional-centered or vocational-centered continuing education instruction."

Figure 1 summarizes the types of subject matter studied by adults in 1961-62, the latest period for which data are available.

Figure 1

SUBJECT MATTER OF CONTINUING EDUCATION
(from Table 3.10, Johnstone and Rivera, *Volunteers for Learning*)

<u>Category</u>	<u>Percent</u>
Vocational (professional)	32%
Hobbies and recreation	19
General education	12
Religion	12
Home and family life	12
Personal development	5
Public affairs and current events	3
Agriculture	1
Miscellaneous	3

4. Study Methods

A variety of methods are utilized in continuing education. Figure 2 indicates the study methods used by adults in 1961-62.

Figure 2

METHODS OF STUDY IN ADULT EDUCATION COURSES
(based on Table 3.11, Johnstone and Rivera, *Volunteers for Learning*)

<u>Method of study</u>	<u>Percent</u>
Attended classes	45%
Independent study	39
Attended group discussions	10
Attended lectures or talks	10
Correspondence study	8
Private teachers	7
On-the-job training	7
Educational television	1
All other methods (includes radio)	*
	127% **

*Too few to estimate

**Exceeds 100% because some adults studied by several methods.

Television and Radio System of the United States

In addition to functioning within the continuing education system just summarized, CPEB operates within the television and radio system of America. This system is composed of commercial broadcasting, public broadcasting and narrowcasting. For the foreseeable future, it is unlikely that commercial broadcasting will figure prominently in continuing education broadcasting. Its most likely role would be to transmit continuing public education programs in geographic areas not served by public broadcasting stations. This is not the case with narrowcasting. As described by Licklider, narrowcasting is a transmission procedure

throughout a wide area in order to reach a small, select audience, and it is meant to imply not only that the subject matter is designed to appeal to selected groups but also that the distribution channels are so arranged as to carry each program or service to its proper audience.*

In a physical sense, narrowcasting consists of the transmission techniques of ITFS, CCTV, CATV and radio subchannels. All of these require special receiving equipment as contrasted with the conventional equipment used for the VHF-UHF television and AM-FM radio transmissions of commercial and public broadcasting. This means that narrowcasting transmissions cannot

*Licklider, J.D.R., "Televistas: Looking Ahead Through Side Windows," *Public Television*, Harper & Row (1967), 213.

reach all of the people until special equipment is in their homes. Considering the limited amount of such equipment now in place and the many years required to achieve substantial UHF receiving capability, it is unlikely that a similar capability for narrowcast reception can be developed quickly.

Notwithstanding, narrowcasting has enormous potential for continuing education. It, rather than broadcasting, can provide sufficient channels to accommodate the numerous, specialized needs of relatively small audiences. In addition, it can function like commercial broadcasting to extend the reach of CPEB. Thus it would be unwise for public broadcasting to ignore uses of narrowcasting.

Overall, and for the future, then, it appears appropriate for public broadcasting to devote most of its immediate, continuing education resources to open-channel broadcasting for the entire public.

Continuing Public Education Broadcasting as a Part of Public Broadcasting

Since it is necessary that continuing education programs be made available by public broadcasting, the relationships of CPEB and public broadcasting must be considered. In addition, for practical reasons, it is useful to distinguish continuing education programming from other major programming categories of public broadcasting.

The term public broadcasting began to emerge with considerable force and particular meaning in 1966 as a result of the work of the Carnegie Commission on Educational Television. The Commission maintained that non-commercial, or educational, television programming had two parts:

(1) instructional television, directed at students in the classroom or otherwise in the general context of formal education, and (2) ...Public Television, which is directed at the general community.*

The Commission believed further that Public Television should present "all that is of human interest and importance which is not at the moment appropriate or available for support by advertising, and which is not arranged for formal instruction."* In fact, this concept largely equated Public Television programming with the then dominant programming categories of educational television (ETV), namely cultural and public affairs programming. Instructional television (ITV) was considered a separate domain that ought not to be a national program concern of Public Television. Adult education programming seemed in 1966 to exist "somewhere between" ETV and ITV. Those of its programs that were not arranged for formal instruction belonged within Public Television while the remainder did not.

*The Report and Recommendations of the Carnegie Commission on Educational Television, *Public Television*, Harper & Row (1967), 1.

In 1967, this concept was amended when educational radio was added to public television. This addition resulted in the pattern of national public broadcasting programming shown in Figure 3.

Figure 3

1967 CONCEPT OF PUBLIC BROADCASTING PROGRAMING

CULTURAL	PUBLIC AFFAIRS	INFORMAL ADULT EDUCATION
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Since 1967, there have been two fundamental developments that argue for a significant recasting of this Figure. The first of these is a massive national programming effort by public broadcasting in pre-school education. The second development, of which this report is an aspect, is a major commitment by the Corporation to expand and implement the concept of informal adult education as continuing (or post-school) education. The effect of these developments is shown in Figure 4.

Figure 4

1969 CONCEPT OF PUBLIC BROADCASTING PROGRAMING

PUBLIC CULTURE	PUBLIC AFFAIRS	PUBLIC EDUCATION Pre-school/(School)/Continuing or post-school
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The emergence of "public education" as a major category of national public broadcasting programing is strongly suggested by the hypothetical inclusion of *school* broadcasting. It is recognized that the current relationship of school broadcasting to national public education broadcasting is not that of pre-school and continuing education. However, when it is included, the three sub-categories of public education programing share the chronological continuum of the public education system of the United States. The similarity to this system is but one basis for using the term "public education" in connection with broadcasting. A more significant basis is that all of the programing sub-categories share those characteristics which distinguish public education programing from public culture and public affairs. These characteristics are shown in Figure 5. (This Figure can be inspected alongside of the text by pulling out on the tab.)

The statements appearing in the Public Education column of Figure 5 apply equally to pre-school, school and continuing education programing. These characteristics describe what pre-school and school programing is or is becoming. At the same time, they also indicate what future continuing education programing should be like.

Taken as a whole, the public education characteristics

describe an approach to the creation of programs that emphasizes the needs of learners, empirical development of materials and determination of effects. It is an approach required increasingly by those who make demands for evidence that education is spending public funds wisely. This approach is also required by those who must satisfy this demand.

To provide a fuller understanding of this approach, three illustrations are offered. The first is in the area of pre-school education and concerns the Children's Television Workshop (CTW). It was financed at a relatively high level to help solve a major, national educational problem. After several years of activity, it is expected that CTW will provide evidence of reasonable achievement. To realize its purpose and to meet this expectancy, CTW is continually studying the pre-school audience, has developed specific and verifiable program objectives, has developed, tested and revised program components until objectives are satisfied, and has arranged for a national testing service to determine the effects and consequences of its programming. The customary approach relies upon intuition and subjective judgment to state objectives and estimate effects.

The second illustration of the public education approach to programing is NITC's work in developing school materials for physical education. After analysis of physical education teaching in America's schools and the adequacy and promise of television in this area, a national task force was commissioned to develop instructional specifications for television programing. Programs were produced, tested in a variety of classrooms with students and teachers representative of the target audience, revised and retested until satisfactory. In this activity NITC, like CTW, has had to rely on a development approach that emphasizes achievement of specified objectives through comprehensive planning, provisional production and demonstrated effects.

The third illustration of the public education approach is in the area of continuing education at the local level. The specific case is the series *Cancion de la Raza*. This series is

a large-scale mass communications attempt to reach normally "unreachable" Mexican-Americans via televised "edu-dramas"--educational "soap operas." The *Cancion de la Raza* series represents a significantly major attempt to wed the usual creative dramatic processes with social science knowledge. The first such attempt to create a workable synergy between communications creativity and scientific empiricism was made in a limited experiment--"Operation Gap-Stop" that was conducted in Denver. The results of that experiment showed that communications messages which were embedded in televised dramas were effective in reaching hard-to-reach disadvantaged audiences--provided the development

of those messages rested on sound, objective evidence of audience characteristics, habits, and needs.

In developing *Cancion de la Raza* two different research efforts were carried out. The first was a targeting effort to determine who the potential viewers of an ameliorative dramatic series might be, and to determine what their needs, problems, values, and psychological characteristics were.

Findings from the targeting studies were fed directly into the *Cancion de la Raza* project through immediate and continuous communication between researchers and producers-writers.

As the programs were being produced another series of studies was conducted and these feedback studies served as direct inputs into making necessary changes in the *Cancion de la Raza* programs as they were being written and produced.

Finally, an evaluation study of the effectiveness of *Cancion de la Raza* was undertaken after the initial airing of the series in Los Angeles terminated.*

So long as continuing education broadcasting receives major public support to help solve major educational problems it will have to demonstrate effects to justify expenditures. The Children's Television Workshop, NITC and the producers of *Cancion de la Raza* were required to demonstrate such effects. They chose a common approach. This approach appears to be required for continuing education broadcasting.

Returning to Figure 5, it not only places continuing education programming within public education but contrasts

*Mendelsohn, Harold, *Edu-Drama: A Mass Communications Technique for Mass Education*, University of Denver (1969), i, ii.

public education with public culture and public affairs. This is done to determine whether or not there is a basic difference between public education and the other two categories. Such a difference would justify separate consideration of continuing education programing.

The nature of the difference can be noted by reading across Figure 5. With respect to the characteristic of "purpose," public culture is concerned essentially with behavior in the aesthetic domain; public affairs, with behavior in the informational domain; public education, with behavior in both the aesthetic and informational and, in addition, with skill behaviors. It is not, however, the domain of concern which characterizes public education. It is the fact that public education is intrinsically concerned with *verification* of the behavioral changes which it has chosen to *specify*.

An even more fundamental difference is to be discerned with respect to "development approach." Whereas public culture and public affairs programing can both be characterized essentially as artistic (intuitive and subjective) public education programing strives for the opposite--*rational* and *objective* programing.*

Comparison of the categories of public broadcasting programing using the other characteristics of the Figure is

*This is not to say that there is no place for the intuitive and artistic in public education programing. On the contrary, it is an inescapable element of it--but it is not its pre-dominant characteristic.

not as incisive. In most cases the public education characteristics are more comprehensive, and include the characteristics of both public culture and public affairs.

The significance and operational implications of the differences in the first two characteristics, however, far outweigh the lesser differences in the other characteristics and, consequently, clearly distinguish public education programing from public culture and public affairs programing.

Continuing Public Education Programing

At this point, the report has completed the description of the two systems which form CPEB. The essence of CPEB is to be found in its programs. For this reason considerable time was devoted to determining the present nature of continuing education programing. In the absence of adequate existing information NITC surveyed all public television and radio stations (Appendix B), selected a representative sample of reported programs (Appendix C) and assembled a panel of educational, broadcasting and communications research specialists to inspect the sample (Appendix D). Following the inspection, three panelists prepared papers that covered, among other matters, their reactions to the programs (Appendices E, F and G). Based largely on Appendices B, E, F and G, a general description and a program critique of continuing education programing is given below. The general description is presented in terms of program scope, development, appearance, audience, utilization, research and costs.

Figure 5

CHARACTERISTICS OF PUBLIC BROADCASTING

CHARACTERISTIC	Public Culture	Public Affairs
Purpose - - -	Cause changes in behavior affecting the cultivation of taste and appreciation in the arts and providing a sense of contemporary culture and its heritage (aesthetic)	Cause changes Americans make on crucial domestic policy issues
Development approach - - -	Intuitive, artistic and subjective	Intuitive and
Content derivation - - -	Culture and the arts	Contemporary a
Presentation mode - - -	Performance and exposition	Informational
Attention and activity demands upon audience - - -	Almost none preceding, during and after reception	Minimal during after reception
Resource requirements - - -	Receiving equipment only	Receiving equipment occasionally related materials and non-broadcast
Application - - -	Determined by receiving audience	Determined by
Useful life - - -	5-10 years for broadcast and extensive non-broadcast use depending on rights and clearances	1-3 years for some non-broadcast

CASTING PROGRAMING

Affairs	Public Education Pre-school/(School)/Continuing or post-school
anges in behavior to help make informed decisions l domestic and foreign issues (informational) -- and subjective -- ary affairs -- onal -- uring and occasionally eption -- y equipment only; oc- y related learning and involvement of lcast agencies -- ed by receiving audience -- s for broadcast and -broadcast use	Cause <i>specified</i> and <i>verifiable</i> changes in aesthetic, informational and skill behavior -- -- <i>Rational</i> and <i>objective</i> -- -- Social and individual needs -- -- Performance, exposition and informational -- -- Sustained attention and often participation during reception and frequently other activity before and after -- -- Receiving equipment, related learning materials and involvement of non-broadcast agencies -- -- Intended and stimulated by program designer -- -- 5-10 years for broadcast and ex- tensive non-broadcast use

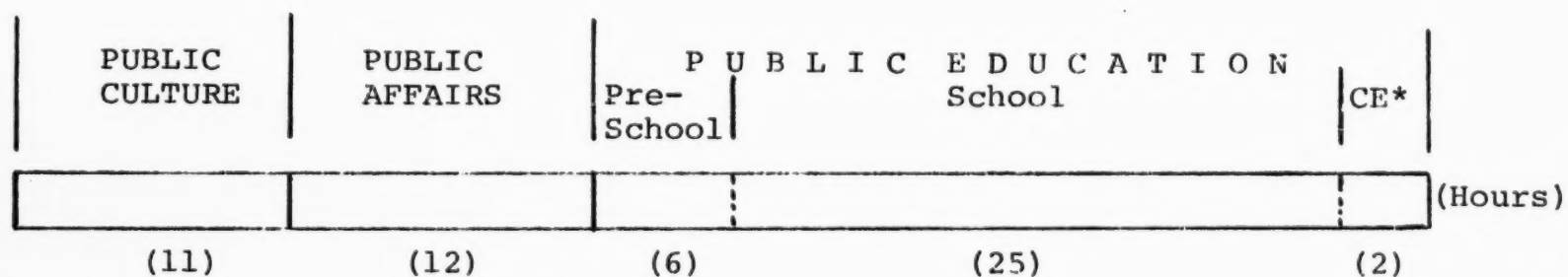
Figure 5

1. General Description

Scope. Continuing public education programing represents but a small part of the broadcasts of public television and radio stations. While statistics are unavailable for public radio stations, Figure 6 shows the relative amount of continuing education programing offered by the typical public television station. It is based on an analysis of a broadcast week in May 1968--the latest period for which documentation exists.**

During that week continuing education programing accounted for two of 56 total broadcast hours, and represented 3.4 percent of the week's schedule.

Figure 6
HOURS PER WEEK OF PROGRAMING CATEGORIES
(Typical Public Television Station)



*Continuing Education

**Coombs, Don H., *One Week of Educational Television*, National Instructional Television Center (1969).

During the Spring of 1969, 74 of the 393 public radio stations and 123 of the 184 public television stations were engaged in continuing education broadcasting.* These stations reported they were using, producing or supplying 819 continuing education series, 321 in radio and 498 in television. Figure 7 indicates the number of radio and television series within each program category used in the NITC survey.

Figure 7
NUMBER OF CONTINUING EDUCATION SERIES OR COMPREHENSIVE
PROGRAMS BY CATEGORIES

Category	Radio	TV
Professional education	33	107
Business and industrial education	4	39
Vocational education	3	14
Public employee education	0	9
University extension education	28	53
High School equivalency education	4	10
Special education	2	8
Basic education	12	36
General education	86	159
Public affairs	108	40
Other	<u>41</u>	<u>23</u>
	321	498

*Based on responses from 122 radio and 142 television stations.

Most of the 819 series were produced by public broadcasting stations for their own use. Because their content was applicable elsewhere, one-third of them were used by other stations. Only 5 percent of all series, mostly in specialized areas of professional education, were produced initially for national use.

Development. Program initiation seemed to be influenced heavily by *ad hoc* local situations, pressures and opportunities. Usually, programs were initiated "to fill a need" that stations believed existed or that was identified by an organization in the community. Needs were normally accepted without further confirmation. Programs were produced to meet educational purposes stated predominantly in such unverifiable terms ("to show," "to make aware") that achievement of purposes had to be assumed. Normally, there appeared to be only a weak relationship between the development of continuing education programming and other educational activities and agencies in the community.

Appearance. Most of the radio and television programs were essentially lectures or illustrated-lectures. Many of the television presentations were almost entirely verbal--characteristically, programs were organized from the presenter's point of view. Relatively little effort was made to attract and maintain the interest and attention of the audience. Few programs provided opportunities for viewer or listener

involvement during or after broadcast. In general, programs reflected more of the conventional aspects of education than the demonstrated capabilities of broadcasting.

Audience. The median audience for each continuing education radio and television program was reported as 1,000 and 10,000 respectively. Audience size ranged from 155 to 120,000 for radio and from 110 to 275,000 for television.* Most programs were consistently directed to middle and upper class audiences. Radio and television stations sought to recruit audiences by on-air announcements, press releases, newspaper listings and direct mailings. Viewer prerequisites, registration and completion recognition were associated with about one-third of continuing education series.

Utilization. While little evidence on utilization practices was obtained from station visits, the NITC survey or the inspection of materials, comments by panelists and others emphasized the crucial need for well planned and implemented activities to accompany continuing education broadcasts.

Research. There is scant evidence that programs were developed with the aid of target audience research. Of the research reported, half was described as "instructor's knowledge" or "producer's background" or "review of literature." There is almost no evidence of objectively derived data regarding audience effects and consequence.

*The small figures reflected specialized audiences for professional education programs.

Costs. Production costs of individual programs and series ranged in the case of radio from \$5 for a single program to \$125,000 for a 2-year series. In television, costs per program were reported from \$100 to \$5,000, with \$625,000 expended for a 91-program series. Radio expenditures were financed mostly by stations with some support from outside agencies. In order of importance, television programing was financed by stations, schools or universities, Federal government, private agencies, state education departments and foundations. Notably, more than three-fourths of all professional education programing was financed from outside sources.

2. Program Critique

This description of programing would not be complete without presenting the reaction of the broadcast, educational and communications specialists to the more than 100 radio and television programs heard and viewed by them. While their opinion is expressed in Appendices E, F, and G, it is captured best in the comments of the broadcast specialist (Appendix E). He summarized the general feeling of the panelists as follows:

The experience of viewing a very large sample of radio and television continuing education programs was a bleak and discouraging event. With few exceptions, the programs were dully conceived and ineptly executed. For the most part, they were boring and trite, being relieved neither by outstanding production nor stellar personalities. On the assumption that the programs which were

viewed reflect accurately the present state of broadcast continuing education, it is entirely clear why public radio and television is hardly a whisper in the conversation of mass communication.

A more detailed criticism is revealed in the excerpts below. The criticism is expressed in terms of program purpose, target audience, general format and approach, program talent, production principles and techniques, duplication of effort in continuing education production, audience size and audience research and program validation. All excerpts are from the paper of the broadcast specialist, excepting the first point which was expressed by the communications research specialist.

Program Purpose. Given the apparent and urgent educational needs of the nation's "neglected majority"--the school drop-outs or push-outs, the one in seven high schoolers who do not graduate, the economically and culturally disadvantaged, the pre-schoolers, the illiterates, the unemployed and untrained, and our racial and ethnic minorities--the focus of much of the materials that were reviewed in the conference upon essentially dominant middle-class themes, values, and information appeared to be peculiarly irrelevant and fatuous.

Target Audience. In both radio and educational television, the great majority of series are not designed for very specific audiences. It is probably to the detriment of many continuing education series to attempt to appeal to widely diverse and heterogeneous groups within the same program.

Continuing education programing consistently is directed to middle and upper class audiences, whether by design or inadvertently. A critical examination of continuing education offerings will reveal almost no programs of interest to the blue collar worker; very few programs are suitable for the millions of Americans with less than a 7th grade education; the dweller in the metropolitan ghetto and the residents of the Appalachian back country are

omitted from consideration in continuing education programing. The point is not that there shouldn't be programs for the advantaged. It is simply that there *aren't* many continuing education programs for a huge segment of the American public.

General Format and Approach. Over and over again, one is impressed by the fact that many of the television programs are "radiovision," that is, their content and format do *not* require television production and transmission, but rather suggest that they properly belong on radio.

An extension and specific outgrowth of the previous point is the surfeit of continuing education programs which are entirely (or almost so) one or more persons talking - and talking - and talking. No demonstrations, or performances. No experiences transmitted to the viewer by means of the unique capacity of film and television.

There was evidence in the programs that the content expert with an academic background often has a difficult time fitting his material for a general audience...the general tendency is for continuing education programs to be too recondite and proper. "Academic Respectability" holds obvious sway over audience appeal.

Program Talent. After many of the snappy openings, with credits over music and animation, or film sequences, the program plummeted to a monotonous plateau of verbal flow which continued until we were relieved by a snappy close over final credits. Only upon occasion was the talent...such as to make the experience almost bearable.

Production Principles and Techniques. The continuing education programs are fraught with examples in which the producer and/or talent either did not know, or did not take into account, how humans perceive, and think, and learn. Much is known about how humans search a visual field, encode or decode a communication, respond to audio vs. video stimuli, etc. There was scant indication in the programs that this information, in fact, influences producers, directors, or studio talent.

Although most educational television programs are underproduced, there are occasions for which the set designer, or the graphic artist, serves his own artistic temperament better than he serves his audiences' needs.

For a few programs it was evident that skill and imagination had been applied to the production of the

series, but that financial limitations had set boundaries upon what the producers could do.

Duplication of Effort in Continuing Education Production. One of the most disheartening facts is the seemingly endless extent to which continuing education dollars are wasted throughout the nation by the same program topic being produced at station after station--needlessly!

Audience Size. The role of educational broadcasting in serving special minority audiences not served by commercial broadcasting is well-established. However, the data on audience sizes for continuing education series would seem to indicate that the factor of audience size is seldom taken into account when deciding whether or not to produce a continuing education series.

Audience Research and Program Validation. Educational broadcasting flies by the seat of its pants. It appears that program production and presentation is largely intuitive, relying almost entirely upon the "professional judgment" and "expertise" of the broadcaster and content specialist. While these are valuable assets, much too often the producer doesn't know where he's going--thus, he can't tell whether he got there or not. Along with program duplication, the lack of audience research and program validation ranks as one of the most serious deficiencies in broadcast continuing education.

In general, consideration of today's continuing education programing resulted in two conclusions: it is largely irrelevant to the urgent social needs of America and, even if it were more relevant, its general approach to achieving desired results is ineffective.

CONTINUING PUBLIC EDUCATION BROADCASTING

II

TOMORROW

*Often do the spirits
Of great events stride on before the events,
And in today already walks tomorrow.*

Schiller

If continuing public education broadcasting is largely irrelevant today, it *must* be made relevant tomorrow. If it is ineffective today, CPEB *must* be made effective tomorrow. Relevancy, effectiveness and recommendations for the achievement of relevancy and effectiveness are the three considerations of this section.

Relevancy

Tomorrow is upon us. The "great events" of tomorrow which are foreshadowed in today are titanic in size and in power for good and evil. They hold forth promises as attainable as the attainment of the moon; they also contain threats to existence as horribly real as the near-extinction of Hiroshima. We can temporize about the promises; we can not long delay confronting the threats. In the spirit of

tomorrow CPEB must respond relevantly today--it must confront the urgent social needs of our nation. Its efforts must be joined with other national efforts to meet these needs. It must in short play a responsible part in helping satisfy what Galbraith calls the "needs of the public sector." He cautions that "to ignore these needs now seems irresponsible."*

It was beyond the scope of the NITC study to investigate national needs. However, having determined that CPEB must be made relevant, NITC noted that such needs could be inferred from the national goals set forth by recent presidents. For example, at the beginning of this decade President Eisenhower presented to the nation his *Goals for Americans*. Many of the needs reflected in these goals are still urgent--and unfulfilled. In addition, new and equally critical needs are arising. Furthermore, needs reappear even in cases where a relevant national response has already been made. A revealing instance of this was reported by the Associated Press on July 9, 1969:

The GI Bill, which a generation ago educated millions of American veterans, today is being taken advantage of by only a fraction of the young men returning from the war in Vietnam.

In fact, those veterans who could profit most--the youths from depressed rural areas

*Galbraith, John K. "The Affluent Society after Ten Years," *The Atlantic*, May, 1969.

and big city slums who went off to war without high school diplomas--virtually ignore the benefits that await them.

* * * * *

The situation perplexes federal officials up and down the federal hierarchy and recently prompted action from President Nixon.

Disturbed by the first reports that the new GI Bill is woefully undersubscribed, Mr. Nixon last month appointed a Presidential Committee on the Vietnam Veteran, charged with the task of 'finding new programs for a new generation of veterans'.

The studies present a sad picture of a nation's sending off to war the least skilled members of the younger generation, and despite some genuine government efforts, returning many to civilian life in the same condition.

The most depressing statistic shows that nearly one-fifth of the 2.7 million Vietnam vets mustered out so far lack high school diplomas.

Even more depressing is the fact that 35 to 38 million citizens throughout the United States lack high school diplomas (Appendix J). These under-educated Americans are one among the many disadvantaged groups of our society. No response can be relevant if it is not addressed to these groups. For it is the ultimate promise of our democracy to make relevant responses to the problems and needs of all its citizens.

The fulfillment of democracy's promise can be accomplished only through mobilization of many national resources. Among the most valuable and potent of these resources is the

entire broadcasting system of the United States. Within this system, it is only fitting that public broadcasting be the first to commit its resources to relevant activities. The nation's public broadcasting system must serve the many Americans it is now ignoring. Whether it can serve them well depends upon the choice of an effective approach.

Effectiveness

The success of the efforts of any large-scale enterprise rests upon systematic allocation and management of finite resources.

Traditionally, the accepted procedure for conducting such enterprises has been to appoint a manager who presumably possesses the "know how" to get the job done. Drawing upon past experience, intuition and whatever data is readily available the manager arrives at his decisions. Ordinarily, the bases of these decisions are not made explicit, and the supporting logic is not revealed. Worse, the consequences of incorrect decisions are seldom analyzed until the cumulative effect is beyond repair.

Increasingly, however, it is being recognized that imaginative and effective decision-making can be achieved by organizing human and material resources into a system that quickly adapts to its environment.

The analysis, design and management of such a system is beyond the ingenuity and resourcefulness of even the most

intuitive and imaginative of individuals. It is much more likely to be accomplished by a number of such individuals who can express their ingenuity and creativity within an operative "theory" or "approach" towards a problem. The epic achievement of the project to land American men on the moon is a documented record of the success of this approach. It required the systematic integration of the genius and creativity of countless scientists and technologists. As has been described, this is the kind of systematized approach that the concept of CPEB requires.

It is difficult to translate new concepts into organizational form and implement them. However, an effective approach for the development of such concepts is now available. If the concept of CPEB is important enough, a system ought to be and can be designed for its development.

It is recognized that the CPEB system by itself cannot undertake the entire solution of key social problems. The solution of these problems must be shared by the extensive systems within which CPEB is imbedded. CPEB's initial steps toward its role in the solution of key social problems are recommended in the final part of this report.

Recommendations

This report concludes with 11 recommendations designed to increase CPEB's relevance and to heighten its effectiveness.

The recommendations are based largely upon the information and thinking presented in the report and its attachments. They are grouped under the headings of purpose, a national project, research and availability of materials.

PURPOSE

1. *IT IS RECOMMENDED THAT A NATIONAL EFFORT IN CPEB BE INITIATED WITH THE PRIMARY PURPOSE OF CONTRIBUTING TO THE SOLUTION OF URGENT, SOCIAL PROBLEMS. THE URGENCY, MAGNITUDE, COMPLEXITY AND PERSISTENCE OF THESE PROBLEMS REQUIRE THAT THE EFFORT BEGIN IMMEDIATELY AND BE CONTINUOUS.*
2. *IT IS RECOMMENDED THAT THE NATIONAL EFFORT IN CPEB SERVE ALL OF THE PEOPLE, WITH PARTICULAR AND IMMEDIATE EMPHASIS UPON THOSE PREVIOUSLY NEGLECTED BY PUBLIC BROADCASTING.*

If, in fact, CPEB is to serve all the people it must present programs that matter, in ways that will attract and maintain interest. These programs must be as freely and as conveniently available as any commercial broadcast or any book from a public library. Priority of programing for those previously neglected will be established according to criteria mentioned in recommendation 4 under "programing priorities."

A NATIONAL PROJECT

3. *IT IS RECOMMENDED THAT THE CORPORATION FOR PUBLIC BROADCASTING ESTABLISH A NATIONAL PROJECT FOR CONTINUING PUBLIC EDUCATION BROADCASTING.*

A National Project is recommended rather than some other form of organization for two reasons. First, because of CPEB's emerging nature, the type of permanent organization required for it will *become* clear only as activity proceeds. Then, inasmuch as CPEB is associated with the larger area of public education broadcasting where change is likely, it would impose a needless limitation on future options to freeze one of its major components at this time.

In general, the National Project will initiate, conduct and coordinate CPEB activities. Its major functions will be in the areas of design and management. The Project will operate in a variety of ways. Under its supervision, most activities will be conducted by agencies, organizations, groups, companies and stations at national, regional and local levels. Some activities, like research on program effects, will not be supervised by the Project.

The size, complexity and importance of the activities require that they be the major or even sole concern of some existing or new agency. Programing agencies primarily concerned with public culture and public affairs do not seem appropriate for the operation of the Project. Because of the basic differences between continuing public education programing and the other two program categories, it is desirable that the Project be operated by an agency whose point of view, approach, experience and aspirations

are associated with public education.

4. *IT IS RECOMMENDED THAT A SYSTEMS APPROACH BE THE BASIS FOR THE ESSENTIAL ACTIVITIES OF THE NATIONAL PROJECT.*

Systems Approach

Fundamentally, the National Project will be concerned with all of the factors that affect CPEB. Systematic identification, study, organization, control, evaluation and re-organization of the significant factors influencing the outcome of the Project's activities will be necessitated by the difficulties related to the social problems that must be confronted. In particular, the Project will use in the development of programs an approach that emphasizes the needs of learners, empirical development of materials and determination of effects. If programs are to achieve their specified purposes, production must be guided initially by audience characteristics, habits and needs and, subsequently, by objective evidence of success or failure. Such requirements are best met by and within a systems approach as has been shown by the experience of CTW, NITC and *Cancion de la Raza*.

Essential Activities

System Design. From its inception and thereafter, the National Project will be concerned with the design and improvement of the CPEB system. To start, system requirements

and specifications will be examined by specialists from the many organizations concerned with CPEB. This will result not only in a common understanding of the system and its components but will initiate broad participation and permit assessment of organizations and individuals with whom the Project will associate.

National Programing Needs. Another early concern will be the determination of national programing needs. As suggested above, some of these needs can be derived from recent presidential studies and statements. Other methods will also be used to identify social problems that appear appropriate for CPEB.

Programing Priorities. As soon as these needs have been determined, they will be evaluated to establish priorities for possible national program development. In anticipation of this concern, preliminary criteria essential to the determination of priorities have already been developed for NITC (Appendix I). Use of the criteria would rank programs according to their contribution to equalizing educational opportunity, promoting social stability and yielding the greatest investment return. With respect to return, the Appendix discusses the separate factors of size of potential audience, commonality of need, curriculum development cost, acceptance by national organizations, availability of local support, prior evidence and the likelihood of spin-off.

As a test of their utility, these criteria were applied to the analysis of a major national problem, namely, the lack of a high school diploma by approximately 38 neglected millions (Appendix J).

Development of National Programs. Once programing priorities have been determined, general project descriptions will be prepared to enable decision-making. Depending upon the availability of funds, specifications for approved projects will be completed, producers selected, contracts let and the whole production process begun. Some months later the process will be suspended with acceptance of master recordings and manuscripts.

As a demonstration of the Corporation's intent and aspiration, the first national CPEB offering should be available within a year, if at all possible.

Creating Acceptance. The Project will prepare the way for its first offering, as well as develop understanding, acceptance, cooperation and support for the overall purpose and approach of national CPEB. It will do so through a series of seminars and conferences for influential persons in such fields as public broadcasting, continuing education, social and behavioral sciences, education and journalism.

Local Programs for National Availability. The emphasis of the National Project upon programs addressed to urgent social needs appropriately matches national resources with

national problems. It is predictable, however, that this emphasis will not result in the national availability of a sufficient number of quality programs in enough subjects to meet the major interests of all the people. Accordingly, programs initiated for national use must be complemented with those developed locally.

Based on review of existing, local productions it will not be useful simply to gather mediocre programs and re-distribute them. Before exchange of local programs can be beneficial, the capability of local production teams must be improved. To help develop more effective production teams, training institutes and workshops will be designed and initiated. When these teams complete training, the National Project will encourage them to produce programs designed for more-than-local use.

As has been the case in school broadcasting, the availability of increased quantities of better programs will tend to reduce local production of programs with common subject matter and release local resources for production of uniquely local programs.

Promotion and Utilization. As in other programing activities supported by the Corporation, the need for effective promotion is great. In the case of CPEB, the National Project will have enough familiarity with target audiences and programs to be able to design and implement specific promotion

efforts calculated to recruit the largest possible audience.

As with promotional activities, the National Project will be well qualified to design and implement utilization efforts to insure satisfactory use of broadcasts, related learning materials and experiences. The crucial arena for utilization activities, however, is not national but local. Accordingly, considerable study and experimentation is needed to devise ways of strengthening the resources of stations. Indicative of its possible scope is the BBC's arrangement of regional further education officers or the American model of the county agricultural agent.

Research. A final but essential activity of the National Project will identify needed research and experimentation. One of the functions of the specialists assisting in system design will be consideration of crucial research areas. Thoughtful observation of the activities of the National Project will reveal a full-range of questions vital to the operation and improvement of CPEB.

5. *IT IS RECOMMENDED THAT THE NATIONAL PROJECT OPERATE UNDER THE GENERAL POLICY CONTROL OF THE CORPORATION AND UNDER SPECIFIC POLICIES DEVELOPED BY THE NATIONAL PROJECT WITH THE ADVICE OF A NATIONAL BOARD.*

Ultimate responsibility for the performance of the Project cannot be delegated by the Corporation. In practice, however, the Project will be in a better position than the

Corporation to develop and recommend fundamental policies. In turn, the Project will need the assistance of perceptive and respected representatives of broadcasting, education and the public.

6. *IT IS RECOMMENDED THAT THE NATIONAL PROJECT BE SUPPORTED FOR AN INITIAL PERIOD OF 36 MONTHS.*

While the Corporation's commitment to CPEB must extend beyond the initial period of the National Project, it is desirable that the Project have a limited term. Its duration should permit demonstration of all of the Project's essential activities without extending so long that the Project becomes institutionalized. It is estimated that organizing the Project and engaging in all basic activities, including conception of major programing and completion of audience research, cannot be accomplished in less than 36 months.

7. *IT IS RECOMMENDED THAT THE NATIONAL PROJECT BE SUPPORTED BY THE CORPORATION. FOR PARTICULAR PROJECTS AND ADDITIONAL ACTIVITIES, SUPPORT MAY BE AUGMENTED BY FUNDS RAISED SEPARATELY OR JOINTLY BY THE CORPORATION AND THE PROJECT.*

As the focal point of national public broadcasting it is appropriate that the Corporation fund the National Project. It is likely, however, that as specific program projects are conceived it will be found that their costs exceed Corporation resources. This will result from the

scope of projects, the difficulty of serving audiences not now using public broadcasting and the costliness of developing pre-tested programs that require extensive promotion and utilization activities. To complement Corporation support, funding for needed broadcasting should be available from such sources as the Federal government, consortia of State governments, foundations, business and industry.

RESEARCH

8. *IT IS RECOMMENDED THAT RESEARCH ON THE NATIONAL USE, EFFECT AND CONSEQUENCE OF ALL CPEB MATERIALS BECOME AN INTEGRAL PART OF A COMPREHENSIVE AND PERMANENT RESEARCH ACTIVITY THAT IS INDEPENDENT OF THE NATIONAL PROJECT BUT THAT PROMPTLY AND FULLY RETURNS ITS FINDINGS TO THE PROJECT.*

This report has repeatedly emphasized the absence of existing research on the effects and consequences of programs. In CPEB, this kind of research is indispensable. To preserve its objectivity, research will be entirely in the hands of an agency other than the National Project.

AVAILABILITY OF MATERIALS

9. *IT IS RECOMMENDED THAT CPEB MATERIALS BE AVAILABLE TO TELEVISION AND RADIO TRANSMISSION FACILITIES ON THE SAME BASIS AS OTHER CORPORATION MATERIALS.*

CPEB materials ought to be available as widely as possible. Consequently, they will be accessible to all public broadcasting stations, as well as any commercial station or narrowcasting

facility that will extend coverage of public broadcasting. As a matter of convenience to transmitting agencies, publications and other related materials will be available from the same agency distributing broadcast materials. To be most efficient and economical, CPEB materials will be available on the same basis and from the same agencies distributing other Corporation materials.

Exhibit 1 outlines the whole public broadcasting distribution system, which is now under review. To facilitate the integration of CPEB materials, the Exhibit includes "NCE" (National Continuing Education materials) as an unassigned part of the system.

10. *IT IS RECOMMENDED THAT CPEB MATERIALS BE READILY AVAILABLE FOR EXTENDED, NON-BROADCAST USE, AS WELL AS FOR SCHOOL BROADCAST USE IN ADAPTED FORM.*

The utility of CPEB materials extends beyond broadcast use. Since 1955, NET programs have been seen by millions of people as 16mm films. The same extended use for CPEB programs is possible.

Because many CPEB programs will deal with persistent problems of wide interest, they will be useful for many years to sizable audiences unable to receive them on television or radio. Moreover their non-broadcast availability will permit group use with instructors and discussion leaders at times and places not tied to transmission schedules,

as well as independent use in libraries, hospitals, places of work and homes. This will be possible because programs can be transformed from original recordings to a variety of formats such as motion picture film, non-professional video tape recordings, electronic video recordings and audio tapes.

The purpose of the agency or agencies making CPEB programs accessible for non-broadcast use will be stimulation of the greatest possible number of users, convenient availability and economic service. Based on the NET experience, this activity would be self-supporting.

To provide a context for considering non-broadcast availability, Exhibit 2 shows the agencies, facilities and materials now in this area.

Finally, use of CPEB materials beyond that received at home via public broadcasting includes the possibility of adapting programs and distributing them for school broadcast use. Exhibit 3 outlines current aspects of this activity.

11. *IT IS RECOMMENDED THAT CPEB MATERIALS BECOME AN INTEGRAL PART OF THE NATIONAL ARCHIVES OF PUBLIC BROADCASTING.*

CPEB materials will have valuable library or archive use in research, instruction in production techniques and as reference for practicing producers and authors. Effective archive use appears most likely if associated with institutions of higher learning. Exhibit 4 suggests components of a

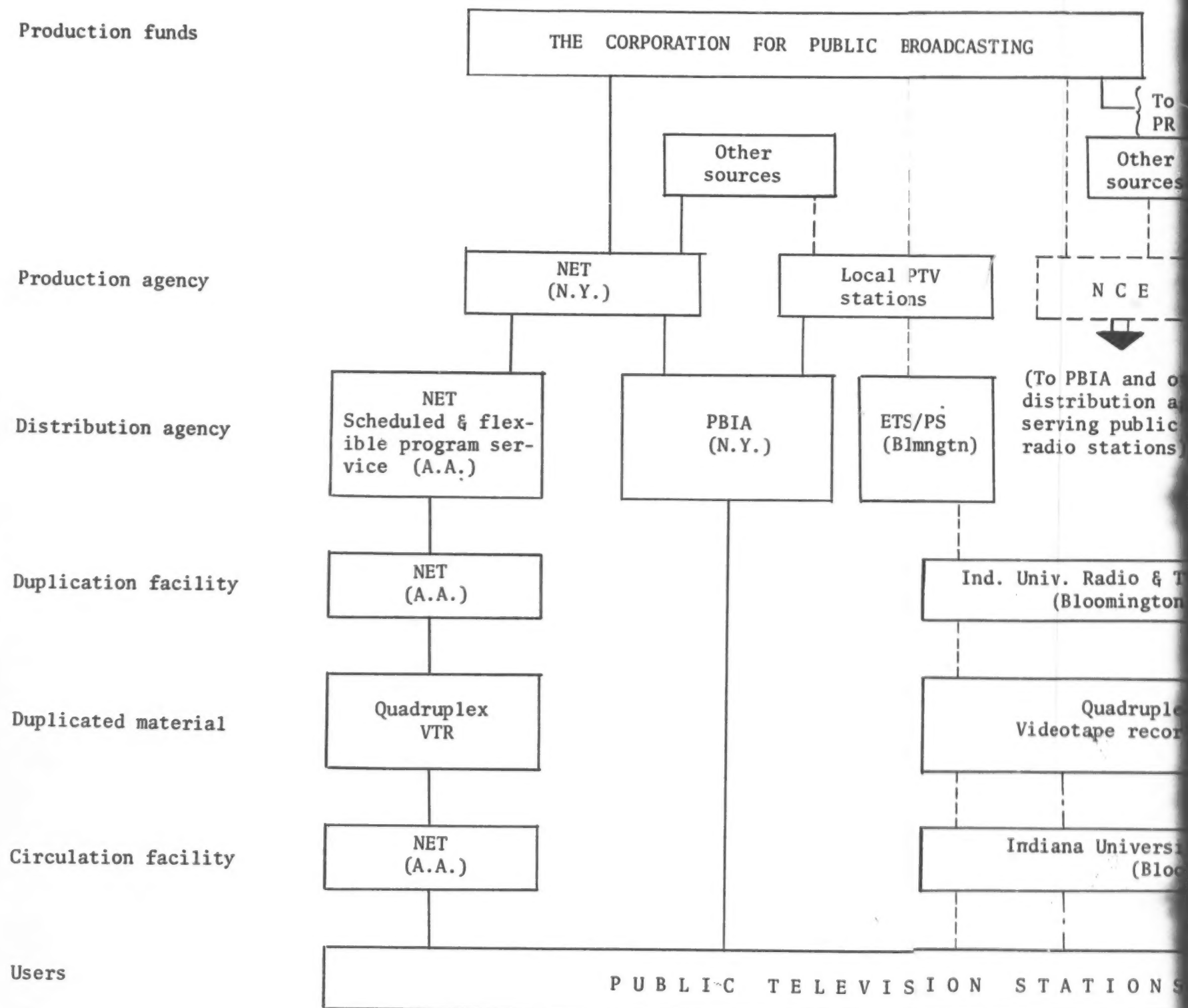
national archive system for all public broadcasting materials.

The recommendations complete this report. NITC's investigation of the public broadcasting effort to meet the pressing need for continuing education showed the effort to be irrelevant and ineffective. Based on its faith in the underlying strength and potential of public broadcasting, its trust in the creativity and dedication of broadcasters and educators, and its confidence in its recommendations, NITC foresees a tomorrow in which CPEB will be in the forefront of those forces which enable a free social order to carry on its functions of self-criticism, self-regulation and self-repair.

EXHIBITS

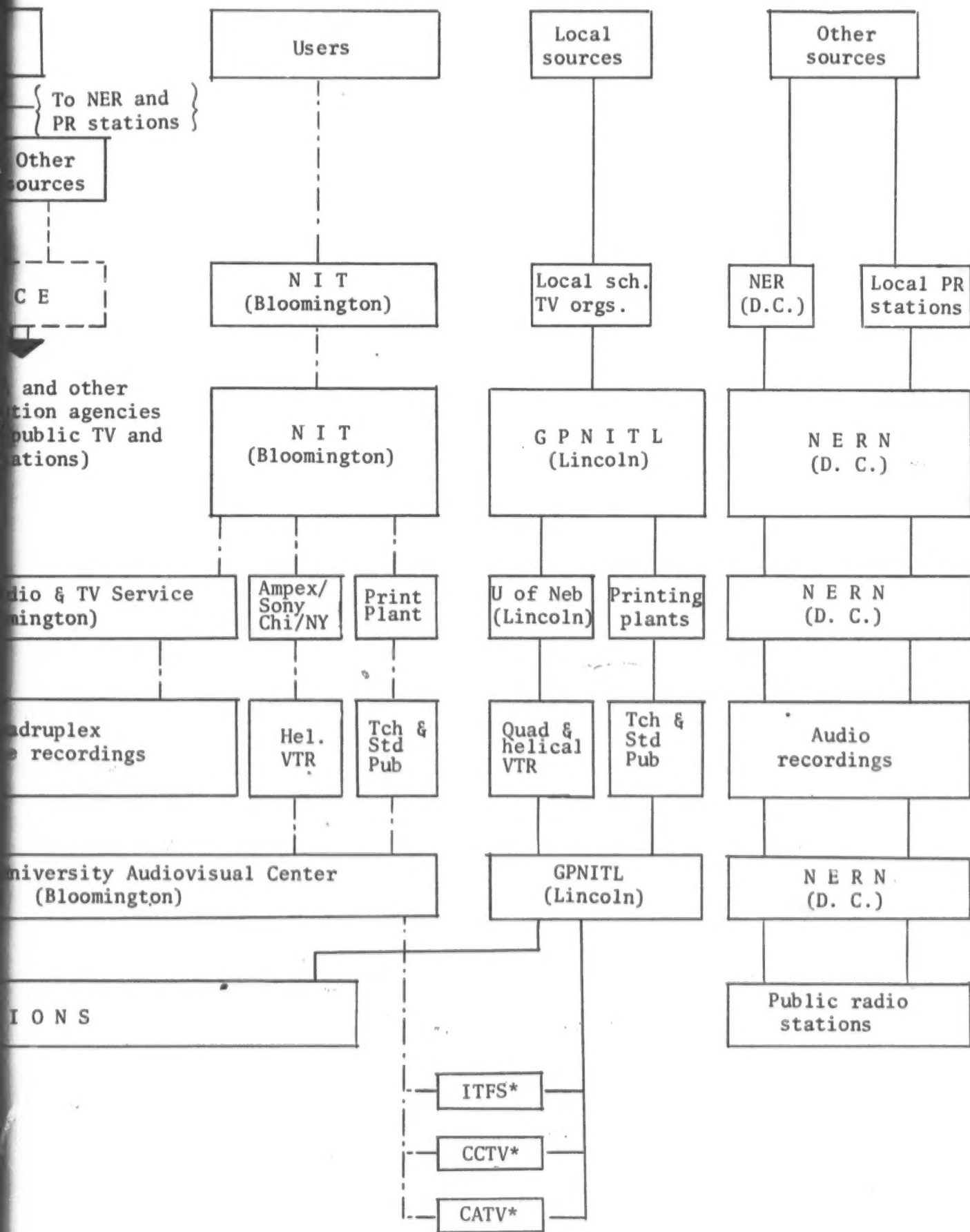
EXHIBITS

NATIONAL MATERIALS OF PUBLIC BROADCASTING: National Availability for

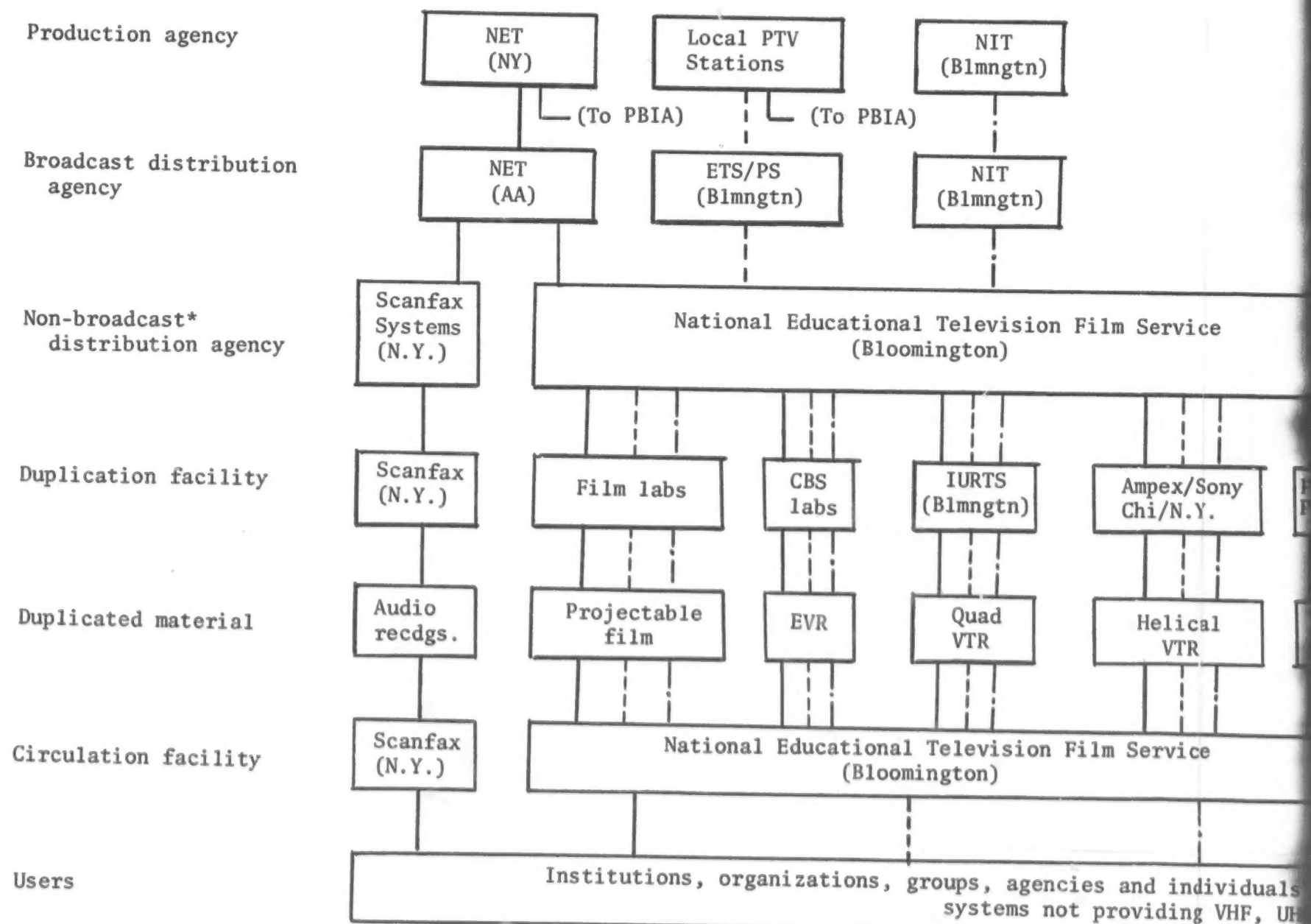


*Use of full series only as in open broadcast

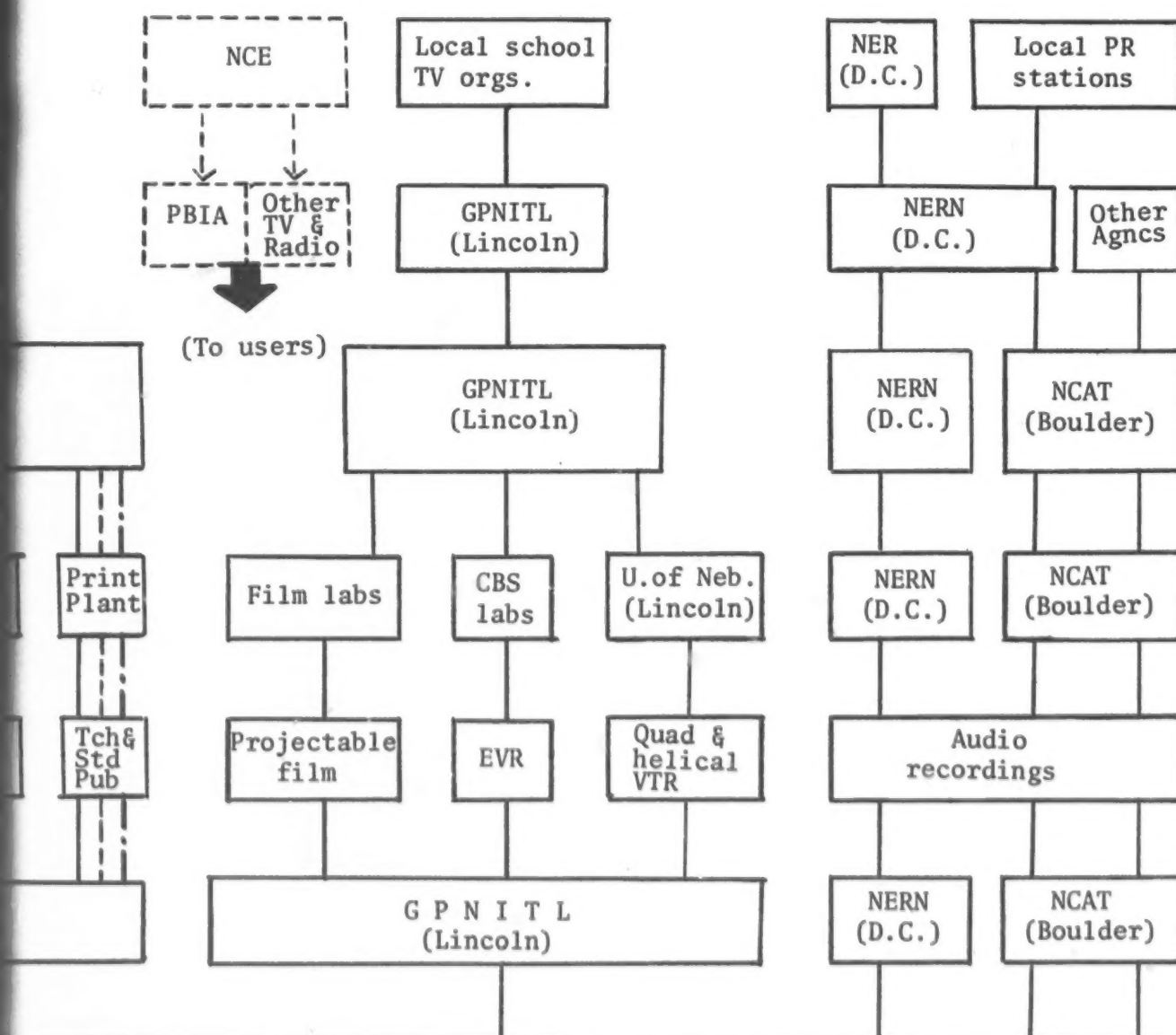
ty for Initial and Rerun Broadcast Use



NATIONAL MATERIALS OF PUBLIC BROADCASTING: National Availability of Existing M



*Direct film projection or electronic display of individual rather than series of programs and playback of audio recordings.



uals for non-theatrical, optical projection or for electronic
 , UHF, AM and FM broadcasts

Exhibit 3

NATIONAL MATERIALS OF PUBLIC BROADCASTING:
National Availability of Materials Adapted for School Television Use

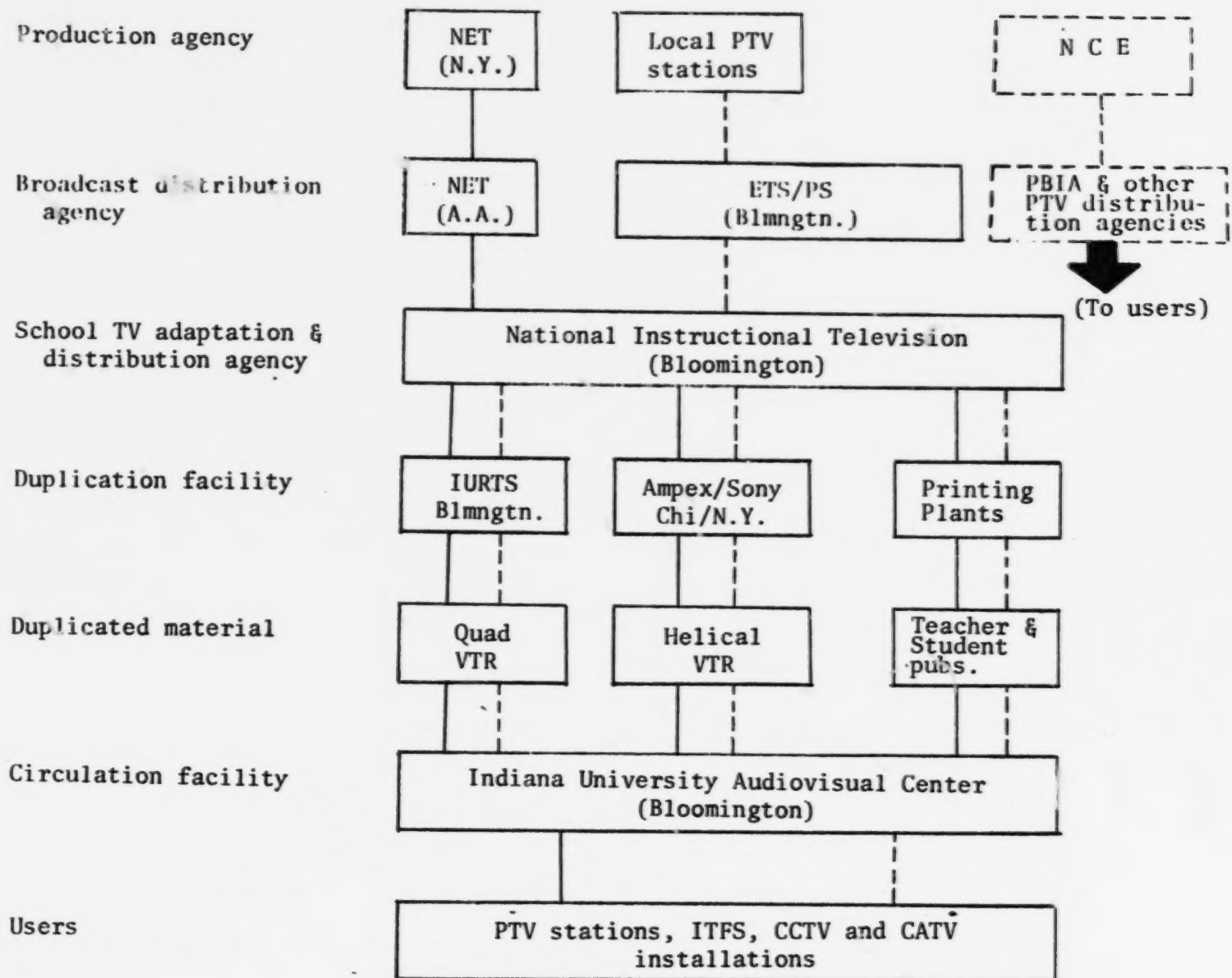
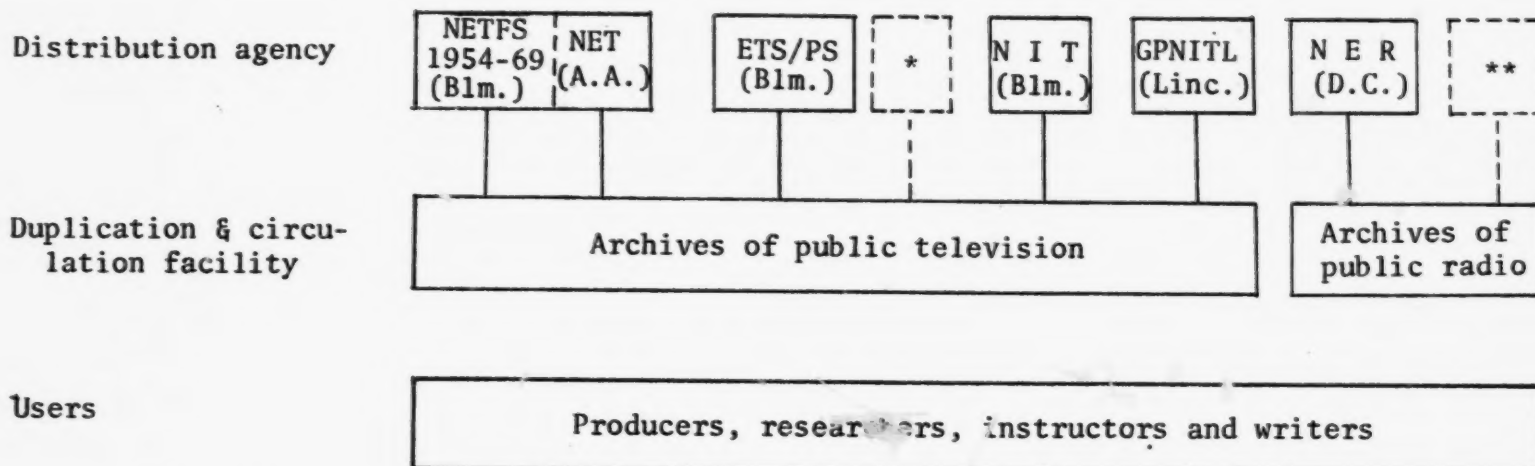


Exhibit 4

NATIONAL MATERIALS OF PUBLIC BROADCASTING: National Archives (Projection)



*PBIA and other distribution agencies serving public television stations.

**Distribution agencies serving public radio stations.

A P P E N D I C E S

APPENDICES

Appendix A
INSTALLATIONS AND SPECIALISTS VISITED

During the first month of the investigation extensive inquiry and field visits established the overall nature of continuing public education broadcasting, identified centers of activity and revealed knowledgeable individuals.

Those who were visited are Henry Alter, director of educational services, National Educational Television; Robert Blakely, author and continuing education specialist; Leo L. Bleier, Jr., program manager, KTEH; Donald Brayton, associate dean of the school of medicine and head of continuing education and health sciences, University of California at Los Angeles; Alexander N. Charters, vice-president for continuing education, Syracuse University; Lark O. Daniel, executive director, Southern Educational Communications Association; John C. Dillon, department head of engineering and physical sciences in university extension, UCLA; Donley F. Feddersen, chairman of the department of radio and television, and director of radio and television services, Indiana University; Jack Fitz-enz, director of program services, KQED; Phillip E. Frandson, associate director of university extension, UCLA; Albert P. Fredette, general manager, WAMC-FM.

Also: Leonard Freedman, director of university extension, UCLA; Marlowe Froke, director of broadcasting and continuing education in the division of continuing education services, Pennsylvania State University; Richard Getz, executive director of the medical television network in university extension, UCLA; Raymond C. Giese, Central Educational Network, Inc.; Robert Haas, department head of arts, humanities and social sciences in university extension, UCLA; Mary Jane Hewitt, director of special education programs, UCLA; Robert B. Hudson, vice-president, National Educational Television; Armond Hunter, director of continuing education, Michigan State University; Eugene I. Johnson, professor of adult education, University of Georgia; Malcolm Knowles, professor of education and general consultant in adult education, Boston University; George E. Lang, supervisor of radio and television section, Los Angeles City Schools; Robert L. Larsen, assistant general manager, WGBH Educational Foundation; Linden Leavitt of business administration extension in the graduate school of business administration, UCLA; David Leonard, general manager, Pennsylvania Public Television Network, former executive director, Educational Television Stations/Program Service, National Association of Educational Broadcasters (ETS/PS).

Also: C. A. Lewis, program coordinator in university extension, University of California at San Diego; Rosalind K. Loring of daytime programs and special projects in university

extension, UCLA; Harold Mendelsohn, professor of mass communications and director of the communications arts center, University of Denver; Richard J. Meyer, director of school television service, WNBT; Charles Miller, television specialist in the division of adult education, Los Angeles City Schools; Harry Miller, professor of education, Hunter College; Robert A. Mott, executive director, National Educational Radio, National Association of Educational Broadcasters (NER); Frank Norwood, executive secretary, Joint Council on Educational Telecommunications; John Ohliger, assistant professor of adult education, The Ohio State University; Maynard E. Orme, director of educational services, KCET; Alfred M. Partridge, station manager, KPFA/KPFB; Roger Penn, general manager, WAMU-FM; Bernice Park, engineering and physical sciences in university extension, UCLA; John Walker Powell, Office of Economic Opportunity, Office of Rural Affairs; Hilton M. Power, regional director, Foreign Policy Association.

Also: Statton Rice, director of instructional resources in central administration, State University of New York; Jerrold Sandler, executive director, Reading Is Fundamental Program, Smithsonian Institution; Marion Sapiro, business administration extension in the graduate school of business administration, UCLA; Peter Schnitzler, head of extension media center, UCLA; Randolph L. van Scoyk, administrative coordinator of the division of adult education, Los Angeles City Schools; Robert Louis Shayon of the *Saturday Review* and the Annenberg School of Communications, University of Pennsylvania; Paul H. Sheats, professor of adult education in the graduate school of education, UCLA; Seymour N. Siegel, director, WNYC/WNYC-FM; Raymond L. Smith, director of educational services, KQED; Howard K. Spergel, director of instructional television, Eastern Educational Network; William B. Steis, general manager, WOSU; Duane Straub, director of programming, ETS/PS; Allen Thomas, executive director, Canadian Association for Adult Education; Robert E. Underwood, former network manager, NER; Kenneth Winslow, manager of tape exchange, Ampex Corporation.

Appendix B

CONTINUING EDUCATION BROADCASTING
BY PUBLIC RADIO AND TELEVISION STATIONS

Adequate information about continuing education radio and television programing does not exist. Because current and reliable information about continuing education broadcasting was needed to help form a meaningful perspective for its investigation, NIT surveyed all public radio and television stations. NIT's intent, in the first part of its survey, was to obtain general data that would identify the scope of continuing education programing. In the second part of its survey NIT sought specific information about a sufficiently large sample of series to provide an adequate base for generalization. Data obtained in the first part of the survey guided selection of the sample. The survey was conducted by mail in March, April and May, 1969. The survey instruments appear at the end of this Appendix.

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I

THE SCOPE OF CONTINUING EDUCATION BROADCASTING

To provide a comprehensive picture of continuing education broadcasting, NIT surveyed all public television and radio stations. For purposes of the survey, continuing education materials were described as those which "1) are not primarily intended for use in preschool situations or in elementary, secondary and higher education classrooms; (2) are presented in a sequential order and/or provide opportunities for audience feedback or discussion; (3) help the listener and/or viewer toward a progressive mastery of some skill or body of knowledge; and (4) are planned by or in consultation with content specialists." The questionnaire used to obtain this general information appears as part of the Exhibit for this Appendix.

Of the 393 public radio stations surveyed, 122 responded. Of the respondents 74 broadcast continuing education series. (For purposes of this survey, a series is a group of programs or a self-contained program reported as being broadcast, being produced or available.) The 321 series being broadcast were produced by 65 public radio stations and 27 non-station agencies of which seven were foreign. Of the 184 public television stations, 142 responded. Of these 123 broadcast 498 continuing education series. These television materials were produced by 56 stations and 13 non-station agencies.

Thus, 161 producing agencies (121 of them public radio and television stations) were responsible for 819 series in continuing education. Nineteen television stations did not produce but offered continuing education materials. Table 1 summarizes the first part of the survey which described the dimensions of continuing education broadcasting.

Table 1

DIMENSIONS OF CONTINUING EDUCATION BROADCASTING

	<u>Radio</u>	<u>Tele- vision</u>	<u>Total</u>
Stations Surveyed	393	184	577
Stations Responding	122	142	264
Percent Response	31%	77%	46%
Stations <u>broadcasting</u> continuing education series	74	123	197
Percent of respondents	61%	87%	75%
Stations <u>producing</u> continuing education series	65	56	121
Percent of respondents	53%	63%	46%
Non-station agencies <u>producing</u> continuing education series	27 (7 non-U.S.)	13	40
Continuing education series identified	321	498	819
Percent not produced by public stations	14%	8%	11%

II
A REPRESENTATIVE SAMPLE
OF
CONTINUING EDUCATION BROADCASTING

Because inspection of actual programs was believed essential to a realistic appraisal of continuing education broadcasting, and in view of the large number of series reported, a representative program sample was selected for both inspection and analysis. This sample was drawn from the eleven program categories used in reporting the 819 series. It consisted of 167 radio and television series. The number of total series reported and selected from each category are shown in Table 2.

Detailed information about series in the representative sample was obtained by a second questionnaire. The questionnaire is to be found at the end of this Appendix. As reported elsewhere, programs from sample series were inspected and appraised by a panel of specialists. This Appendix does not contain results of this inspection and appraisal. It only presents information reported in questionnaires. This information is summarized in the next section.

Table 2

NUMBER OF CONTINUING EDUCATION SERIES BY CATEGORY

(Numbers in parentheses indicate the number of series selected for the representative sample and for which more specific information was sought.)

<u>Category</u>	<u>Radio</u>	<u>TV</u>	<u>Total</u>
1. Professional Education (medical, teacher, lawyer, etc.)	33 (4)	107 (22)	140 (26)
2. Business and Industrial Education (employee training)	4 (0)	39 (24)	43 (24)
3. Vocational Education	3 (2)	14 (6)	17 (8)
4. Public Employee Education (firemen, policemen, postal employees, etc.)	0 (0)	9 (4)	9 (4)
5. University Extension Education	28 (6)	53 (16)	81 (22)
6. High School Equivalency Education	4 (0)	10 (1)	14 (1)
7. Special Education (physically or mentally handicapped)	2 (1)	8 (2)	10 (3)
8. Basic Education	12 (5)	36 (12)	48 (17)
9. General Education (how-to-do-it, art appreciation, home and family life)	86 (9)	159 (33)	245 (42)
10. Public Affairs Education (social and political issues, etc.)	108 (3)	40 (10)	148 (13)
11. Other	41 (3)	23 (4)	64 (7)
TOTAL	321 (33)	498 (134)	819 (167)

III

CHARACTERISTICS OF CONTINUING EDUCATION BROADCASTING

For the 33 radio and 134 television series comprising the representative sample, NIT sought information that would highlight essential characteristics of both continuing education programming and associated materials. This information is summarized below in terms of questionnaire items grouped under the headings of development, related learning materials, audience, costs, research, and availability and extended broadcast use.

Program Development*Educational Purpose*

All 33 radio series were based on such purposes as "to increase understanding/appreciation" or "to inform/present/make aware" or "to explain/show." Two-thirds of the 134 television series in the sample were produced for similar educational purposes.

Why was this series or program produced?

Responses to this question seeking reasons for production as opposed to educational purposes provided the same kinds of answers. Several radio series were produced because of the availability of qualified talent. Most radio and television series were initiated to fill a need that stations or other agencies believed existed or to reach otherwise unreachable audiences. Most often determination of needs was made without confirmation. In professional education the impetus to produce usually came from a professional agency that wanted to expose specific content. A number of producing agencies initiated television materials in business and industrial education to fill requests or needs in the industrial community.

Related Learning Materials*Describe related materials.*

Only six (three in professional education) of the 33 radio series were accompanied by related learning materials, usually printed syllabuses, texts or study guides. One medical series was supported by color slides. Eleven of the 27 respondents not listing related materials reported related

materials were "not applicable" to their series. Materials for two medical series were sent to participating hospitals or doctors. Where texts were used, they could be purchased at local bookstores.

Ninety-four of the 134 television series were supported by study guides, textbooks, outlines, and combinations of workbooks with other materials -- records, slides, special booklets.

How does the viewer or listener obtain these materials?

To obtain these materials, viewers had to contact stations (36 series), a university extension department (19), or bookstores, vocational agencies and employers (10).

Audience

Radio and television stations estimated audience size for less than half of the series in the sample, 14 of 33 radio series and 44 of 134 television series.

Estimated average audience per broadcast.

As shown in Table 3, the radio audience ranged in size from 155 to 120,000. The median estimated radio audience was 1100. Television audiences ranged from 110 to 275,000. The median estimated television audience was 10,000.

Table 3

ESTIMATED AVERAGE AUDIENCE PER BROADCAST BY CATEGORY

<u>Category</u>	No. Re- porting	<u>Radio</u>		No. Re- porting	<u>Television</u>	
		Median	Range		Median	Range
1. Professional Education	2	--	600-5,000	8	450	110-5,000
2. Business & Industrial Education	0	--	--	7	300	150-10,000
3. Vocational Education	2	--	1,000-100,000	1	10,000	--
4. Public Employee Education	0	--	--	2	--	10,000-15,000
5. University Extension Education	2	--	110,000-120,000	5	700	200-10,000
6. High School Equivalency Education	0	--	--	1	2,000	--
7. Special Education	1	500	--	0	--	--
8. Basic Education	1	155	--	5	50,000	10,000-275,000
9. General Education	3	1,000	750-5,000	12	10,000	150-52,000
10. Public Affairs	1	1,200	--	3	60,000	7,500-125,000
11. Other	2	--	500-5,000	0	--	--
TOTAL	14	1,100	155-120,000	44	10,000	110-275,000

Describe Publicity and promotional activities.

Most radio and television stations sought to recruit audiences. Six radio and ten television series did not.

The most frequently used technique for radio was the station program schedule. In order of use other techniques employed were on-air promotion, press releases and newspaper listings. Also mentioned were use of brochures, magazines and bulletin boards.

Newspaper releases and program schedules were the most reported audience recruiting techniques listed for television series. In order of importance other techniques reported were on-air promotion, brochures, bulletins or flyers, direct mail and direct contact with using organizations. More intensive publicity was noted for series supported by outside agencies.

Describe any special skills, knowledge or abilities which are considered prerequisites for the viewer or listener to participate.

Viewer prerequisites were required for less than one-third of the total sample (six radio series and 45 television series). In professional education where most respondents listed a prerequisite, it was always very general.

Describe any registration procedure for the program(s).

Two radio series and 36 television series required registration. Most registration requirements in television were in professional education, business and industrial education, and university extension.

Describe related activities for viewers or listeners.

Learning activities other than program reception were related to 18 percent of radio and 53 percent of television series. Related activities included group discussion, telephone feedback, reading, workbook or physical exercises.

Describe the formal recognition or credit given to the individual upon completion.

Audiences for about one-third of the television and a few of the radio series received certificates or scholastic credit as completion recognition.

Costs

Cost for program or series, including development, talent and production. (Exclusive of transmission costs).

Production costs were provided for about one-third of the sample. Those seven radio producers who responded to "cost" questions reported series costs ranging from \$750 to \$125,000. The costliest series was exceptional for radio. The median cost of a radio series was \$3600; the median cost of a radio program, \$120. For television, costs per program ranged from \$100 to \$5,000 and per series, from \$750 to \$625,000. As with radio, the costliest series was an exception. Median cost of a series was \$8,500; of a program, \$600.

Table 4

TELEVISION SERIES COSTS BY CATEGORY
(Only 7 radio series across the eleven categories reported data for either program or series costs.)

Category	Per Program			Per Series		
	Programs	Median (\$)	Range (\$)	Series	Median (\$)	Range (\$)
1. Professional Education	7	3,000	250-5,000	11	9,000	750-250,000
2. Business & Industrial Education	3	400	200-550	16	7,500	1,000-150,000
3. Vocational Education	2	--	550-2,500	2	--	1,000-150,000
4. Public Employee Education	0	--	---	3	--	5,700-243,000
5. University Extension Education	3	800	500-1,000	9	20,000	4,000-200,000
6. High School Equivalency Education	0	--	---	1	7,500	---
7. Special Education	1	500	---	1	7,000	---
8. Basic Education	2	--	600-1,000	7	30,000	11,000-625,000
9. General Education	11	650	100-1,250	15	51,000	2,500-50,000
10. Public Affairs	1	450	---	6	6,500	750-27,500
11. Other	1	600	---	1	23,400	---
TOTAL	31	600	100-5,000	72	8,500	750-625,000

Sources of financial support for the program or series.

Station budgets were cited most often as the source of funds for both radio (11) and television (77) series. Other supporters of public radio in continuing education cited are private foundations, school systems and universities, educational institutions, corporations, state governments and, in one instance, the federal government. A series for the blind that cost \$125,000 was supported by a consortium of three foundations, a private university and a state government.

Federal and state governments played a large role in television where its support of continuing education projects was cited 21 times. Other supporters of television programming are school systems, universities, other educational agencies, corporations and private foundations. Most television series designed for business-industry are financed and produced outside stations. More than 75 percent of all professional education production was financed by outside agencies, primarily by the Federal government, private agencies and universities.

If there is a cost for related materials, what is it?

Less than half of all related materials were sold at costs ranging from \$.50 to \$13.25. Usually materials designed for more general audiences were less expensive.

What registration fee is charged for the program(s)?

Fees were charged for most series requiring registration and were paid by sponsoring hospitals, employers or students seeking credit.

Research

Describe research related to this program or series.

More than half of the series in the sample were supported by some form of research. The great majority of producing agencies reported most research centered around content development. Very little research was concerned with the nature of the target audience, utilization or program effectiveness.

Of the 33 radio series in the sample, producing agencies reported research needs beyond content work as "not applicable" for 14 series. For 17 series some further research was reported. In three instances, an outside agency performed

related research tasks. More than half (71) of the 134 television series was supported by further research. However, of these, 39 reported use of "instructor's knowledge," "review of the literature," "producer's background" or a combination of these. For 49 series producing agencies reported further research as "not applicable."

Is this research available?

Half of the producing agencies reporting further research were in a position to share that research.

Names, titles and institutions of principal content specialists involved in development and/or production?

Content specialists were used in the planning of 30 of the radio series. For 26 of these, non-station personnel -- usually educators -- were used. For seven series a mix of station and non-station specialists was used in developing content. Only six of the 134 television series were developed without a content specialist. Most of the content specialists were academicians or professionals with credentials in the subject area being treated.

Availability and Extended Broadcast Use

Unlike the information presented previously, the information about availability and extended broadcast use presented below has been drawn from the combined analysis of responses to the following questions:

Is the series or program currently being broadcast by your station? Other stations? Networks?

Does your station plan to broadcast the series or program in the future?

Is the series or program available for use by other stations?

If not, will it be available in the future?

If not, why?

Based on answers to these questions, it appears that only about five percent of the 819 continuing education series were initially produced for more than local use; nearly all were available for general use and many were being broadcast by a number of stations.

In the sample, twenty-nine of the 33 radio series were available for widespread use. Twenty-seven of the 29 would continue to be available into the foreseeable future. Actually, only eleven series were being used outside the producing agency. Of the four not being made available, one was reported highly topical, another unsuitable in terms of quality and a third designed just for local use. The fourth was to be made widely available.

Of the 134 television series, 104 were available for widespread use. Actually, only 46 series were being broadcast outside the producing agency. Twenty-two series were being broadcast on a network basis. Seven of the series not widely available were to be made available. Availability of the other series was impossible for the most part because of dated material or contractual rights.

As mentioned earlier 19 television stations did not produce continuing education programming but did broadcast it. Their reasons for offering this material were that an outside agency requested that they do so, the station chose to do so because of a "felt need," or the series was successful elsewhere.

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EXHIBIT

NATIONAL INSTRUCTIONAL TELEVISION CENTER

BOX A. BLOOMINGTON, INDIANA 47401, AREA CODE 812 339-2203

March 21, 1969

As you know, continuing education is one of the important concerns of the Corporation for Public Broadcasting. While expansion and improvement of broadcast activity in this area is urgently required, current knowledge about it is insufficient to provide a basis for thoughtful action. Because of this, and because the National Instructional Television Center is experienced in such work, the Corporation has asked us to conduct a preliminary investigation of broadcasting in continuing education with all deliberate haste.

The first part of the investigation will try to establish who is doing what. The enclosed questionnaire is for this purpose. We hope it can be returned by April 4, 1969.

The second part of the investigation will bring the reality of what is being done to the attention of educators and broadcasters particularly concerned with continuing education. This is to be accomplished by assembling representative programs from those identified by you and presenting them to a panel of educational and broadcasting specialists.

Thank you for your cooperation in this important matter.

Sincerely,

Lawrence Walcoff

Lawrence Walcoff
Coordinator
Continuing Education Study

LW/cm

Enclosures

CONTINUING EDUCATION STUDY FOR
THE CORPORATION FOR PUBLIC BROADCASTING
-- MATERIALS SURVEY QUESTIONNAIRE --

GENERAL INSTRUCTIONS:

For the purpose of this survey, continuing education materials for radio and television broadcast are those which:

1. are not primarily intended for use in preschool situations or in elementary, secondary, and higher education classrooms.
2. are presented in a sequential order and/or provide opportunities for audience feedback or discussion
3. help the listener and/or viewer toward a progressive mastery of some skill or body of knowledge.
4. are planned by or in consultation with content specialists.

The survey is limited to all continuing education materials which:

1. are being broadcast on your station.
2. are in production by your station.
3. were previously produced and are intended, or are available, for future broadcast.

SPECIFIC INSTRUCTIONS:

Please use the following category code numbers when completing the second column of the questionnaire. If a series fits under more than one category, please list all appropriate code numbers.

Code No.

- | | |
|-------|--|
| I. | Professional education (medical, teacher, lawyer, etc.) |
| II. | Business and industrial education (employee training) |
| III. | Vocational education |
| IV. | Public employee education (firemen, policemen, postal employees, etc.) |
| V. | University extension education |
| VI. | High school equivalency education |
| VII. | Special education (physically or mentally handicapped) |
| VIII. | Basic education (fundamental skills of living) |
| IX. | General education (how-to-do-its, art appreciation, home & family life areas, etc) |
| X. | Public affairs education (social and political issues, etc.) |
| XI. | Other |

CONTINUING EDUCATION STUDY FOR THE CORPORATION FOR PUBLIC BROADCASTING - MATERIALS SURVEY QUESTIONNAIRE -

STATION CALL LETTERS _____ PERSON RESPONDING _____

(Name) _____ (Title) _____ PHONE# _____

Series or Program Title	Cont. Ed. Category(ies) See instructions	No. of pgms.	Approx. length min/sec	Year(s) produced	Producing Agency	Are There Related Materials?	Is Series or program recorded?	If TV, check VTR Kine Film	Remarks
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NATIONAL INSTRUCTIONAL TELEVISION CENTER

BOX A, BLOOMINGTON, INDIANA 47401, AREA CODE 812 339-2203

Dear

Thank you for returning the Continuing Education Survey questionnaire. The information received is of significant value to use as we continue to investigate continuing education for the Corporation of Public Broadcasting.

You have indicated that your station produced or is producing programs in the field of continuing education. We now ask your assistance in providing the information requested in the enclosed questionnaire. Kindly return the questionnaire no later than April 25, 1969.

In May a conference will be held to review continuing education programs reported in questionnaires. Individual programs will not be rated but used only to establish the general status of the field. Conference participants will include specialists in the fields of continuing education and educational broadcasting.

CONTINUING EDUCATION SURVEY
for the
CORPORATION FOR PUBLIC BROADCASTING
PROGRAM OR SERIES DATA

SERIES OR PROGRAM TITLE _____

_____ Please send a representative program to NIT by May 2, 1969

_____ Please send related materials to NIT by May 2, 1969

_____ A preview program will be obtained from another source

PLEASE COMPLETE THE FOLLOWING ITEMS:

1) Subject matter of series or program:

2) Intended audience:

3) Estimated average audience per broadcast:

Not applicable _____

4) Educational purpose? (What changes in information, knowledge, understanding, skills, appreciation and/or attitudes are you attempting to bring about in the listener or viewer?)

5) Why was this series or program produced?

6) Name(s), title(s) and institutions(s) of principal content specialist(s) involved in development and/or production?

Not applicable _____

7) Cost for program or series, including development, talent and production? (Exclusive of transmission costs):

8) Source(s) of financial support for the program or series (where there is more than one source, give approximate percentage of support from each agency):

9) Describe research related to this program or series:

Not applicable _____

10) Is this research available?

11) Describe any special skills, knowledge or abilities which are considered prerequisites for the viewer or listener to participate:

Not applicable _____

12) Describe related materials:

Not applicable _____

13) How does the viewer or listener obtain these materials?

14) If there is a cost for these materials, what is it?

15) Describe related activities for viewers or listeners (mechanics of participation, costs, etc.):

Not applicable _____

16) Describe any registration procedure for the program(s):

Not applicable _____

17) What registration fee is charged for the program(s)?

18) Describe the formal recognition or credit given to the individual upon completion:

Not applicable _____

- 19) Describe publicity or promotional activities associated with the series or program:
- 20) Is the series or program currently being broadcast by your station(s)? _____
- 21) Does your station plan to broadcast the series or program in the future?
- 22) Is the series or program available for use by other stations?
- 23) If not, will it be available in the future?
- 24) If not, why?

ADDITIONAL REMARKS:

(Use the enclosed self-addressed, stamped envelope to return not later than April 25, 1969, to):

NATIONAL INSTRUCTIONAL TELEVISION CENTER
BOX A
BLOOMINGTON, INDIANA 47401

Appendix C

CONTINUING EDUCATION MATERIALS INSPECTED

The materials listed in this appendix were presented for inspection to a panel of specialists (see Appendix D) to help them form a meaningful perspective about continuing education broadcasting. By categories developed to classify data during the investigation, this appendix presents the title of each series or program, the producing agency, the number of programs in each series, the length of the programs and the medium used (television or radio). Those series that were supported by related materials are marked with an *.

Title	Producing Agency	Medium/ No./Length
PROFESSIONAL EDUCATION		
Res Medica	Extension Div. Univ. of Calif.	TV/36/30
Boston Medical Reports	WGBH, Boston	TV/-/45
Cardiac Transplantation *	Coll. of Med. Baylor Univ.	TV/1/30
Laser in Ophthalmology and Beyond *	Columbia Presbyterian Med. Center	TV/1/17
New England Dental Reports	WGBH, Boston	TV/8/30
Video Nursing Seminar	Kentucky ETV	TV/13/30
Nursing Home Reports	WGBH, Boston	TV/12/45
Cardiac Nursing *	WSKG, Binghamton	TV/10/30
Health Education *	State Univ. of N. Y.	TV/21/30
Mental Health in the Classroom	WOSU, Columbus and Franklin County Ohio Med. Health Assn.	TV/6/30
Observing Our Environment *	KOAP, Portland	TV/20/30
Project Physics *	WGBH, Boston	TV/10/20-30
Good Evening Director	WAMC, Albany	R/30/60
Continuing Education for Nurses *	Ohio State School of Nursing	R/35/60
Visiting Scholars *	WBOE, Cleveland and Cleveland Bd. of Ed.	R/43/15
BUSINESS AND INDUSTRIAL EDUCATION		
Preparing for Your Promotion	KUON, Lincoln	TV/9/30

Title	Producing Agency	Medium/ No./Length
Modern Supervisory Techniques *	Applied Mgmt. Science Inc.	TV/10/30
Human Relations and Motivation *	Applied Mgmt. Science, Inc.	TV/10/30
Meeting the Professions	WCVE, Richmond	TV/26/30
Interviewing for Results *	Educational Resources Foundation	TV/6/30
Mediation: Catalyst to Collective Bargaining	KOAP, Portland	TV/7/30
Psychological Aspects of Supervision *	KTCA, St. Paul-Minneapolis	TV/10/30
Managers in Action	WQED, Pittsburgh and American Mgmt. Assn.	TV/10/30
This Business of Lending Money *	WVIZ, Cleveland	TV/6/30
Electronic Data Processing *	Maine ETV	TV/13/30
Electronics at Work *	Educational Resources Foundation	TV/30/30
Put It in Writing *	WVIZ, Cleveland	TV/6/30
Business Perspectives	SIU Radio Tape Network	R/39/15
Do Not Fold	WILL, Urbana	R/52/30
VOCATIONAL EDUCATION		
Auto Mechanics I, II	WENH, Durham	TV/20/30
Data Processing *	WCVE, Richmond	TV/30/30
Office Career Training	Manpower Educational Institute	TV/-/30
T.V. Shorthand	Manpower Educational Institute	TV/-/30

Title	Producing Agency	Medium/ No./Length
Job Opportunities	KDPS, Des Moines	R/25/90
OSU Agriculture Extension Service *	Ohio State Univ.	R/52/15
PUBLIC EMPLOYER EDUCATION		
Law Enforcement and Criminal Justice *	WGBH, Boston	TV/19/60
Legal Information for Law Enforcement *	Office of the District Attorney, L.A., Calif. and KCET, L.A.	TV/12/30
UNIVERSITY EXTENSION EDUCATION		
Gutten Tag *	State Univ. of N.Y.	TV/30/30
Practical Speech Making *	KTCA, St. Paul-Minneapolis	TV/10/30
Modern Math for Modern Parents	WMVS, Milwaukee	TV/16/30
German Playhouse *	WOSU, Columbus	TV/13/30
Anthropology - Basic Course *	Maine ETV	TV/90/30
The Folk Ballad *	KCTS, Seattle	TV/12/30
The American Heritage *	KBYU, Provo	TV/38/45
Americans from Africa *	WCVE, Richmond	TV/30/30
Black Man in America *	WMSB, East Lansing	TV/28/30
Pace Composite *	WGBH and Commission on Extension, Boston	TV/-/-
Contemporary Trends	WHA, Madison	R/26/50
Human Sensitivity	WGSU, Genesco	R/8/40
Better Farming in Tennessee	WUOT, Knoxville	R/36/15

C-6

Title	Producing Agency	Medium/ No./Length
HIGH SCHOOL EQUIVALENCY EDUCATION		
Health Careers	WMVS, Milwaukee	TV/10/30
Read Your Way Up *	WGBH, Boston and Manpower Educational Inst.	TV/30/30
T.V. High School *	Manpower Educational Institute	TV/60/30
SPECIAL EDUCATION		
Let's Lipread *	WETA, Washington, D.C.	TV/15/30
Say It with Hands *	KERA, Dallas	TV/13/30
Now See This	KTCA, St. Paul-Minneapolis	TV/26/30
Continuing Education for the Blind	Minn. State Services for the Blind	R/daily/120
BASIC EDUCATION		
Ya Es Timpo *	N.J. Community Action Training Institute	TV/-/30
Cancion de la Raza	KCET, Los Angeles	TV/70/30
Empleen Ingles	KUAT, Tucson	TV/15/30
Ingles Para Todas *	WNDT, New York	TV/65/30
Living in the Sixties	State University of N.Y.	TV/20/30
Pre-Retirement Planning *	WTTW, Chicago	TV/13/30
Nine to Get Ready	KUON, Lincoln	TV/12/30
Help Wanted	WMVS, Milwaukee	TV/4/30
Defensive Driving	WCVE, Richmond	TV/26/30
Regional Medical Series *	KSPS, Spokane and Spokane Wash. Co. Med. Assn.	TV/5/30

Title	Producing Agency	Medium/ No./Length
Investor's Forum *	WTTW, Chicago and Investment Bankers Assn.	TV/13/30
Your Dollars Worth	National Educational Television	TV/ /60
Raising Children in the 20th Century	WFSU, Tallahassee	R/15/15
Talk Back Radio (Great Lines After 55) *	WMKY, Morehead	R/6/30
Project Learning	WBOE, Cleveland	R/150/30
Food for Thought	WSHR, Lake Ronkonkoma	R/40/10
Cavities Don't Care	WBOE, Cleveland	R/10/5
GENERAL EDUCATION		
ABC's of Boating *	State Univ. of N. Y.	TV/13/30
Basic Karate *	Wayne State Univ.	TV/13/30
Exploring the Crafts: Pottery *	WENH, Durham	TV/10/30
Homemaking Horizons	WCAE, St. John	TV/12/30
Stitch with Style	WQED, Pittsburgh	TV/13/30
Upholstery Workshop *	KIXE, Redding	TV/11/15
Smart Sewing *	McCall's Corporation	TV/30/30
The French Chef *	WGBH, Boston	TV/134/30
Invitation to Modern Dance	WOSU, Columbus	TV/13/30
Italic Calligraphy *	KOAP, Portland	TV/20/30
Skiing	KTCA, St. Paul-Minneapolis	TV/13/30
Type Right *	KUON, Lincoln	TV/18/30

C-8

Title	Producing Agency	Medium/ No./Length
Les Fleurs I	WMVS, Milwaukee	TV/24/30
Slimnastics	WMVS, Milwaukee	TV/60/15
Conversational German *	KTCA, St. Paul- Minneapolis	TV/10/30
Folk Guitar *	KQED, San Francisco	TV/40/30
That's Life	KOAP, Portland	TV/13/30
We're Beginning to Win	KRMA, Denver	TV/8/30
What's in a Word *	KQED, San Francisco	TV/-/30
Eye on Art	WCVE, Richmond	TV/1/30
Koltanowski on Chess *	KQED, San Francisco	TV/20/30
Bridge with Jean Cox	WQED, Pittsburgh	TV/30/30
Focus on Behavior *	National Educational Television	TV/13/30
Negro History in America *	KTCA, St. Paul- Minneapolis	TV/12/30
Bridge Instruction	WGSU, Genesco	R/12/15
Techniques of Jazz Guitar	WSHR, Lake Ronkonkoma	R/5/15
German Language *	Ohio State University	R/150/15
Art Appreciation	KDPS, Des Moines	R/10/90
The Question of Art	S.I.U. Radio Tape Network	R/13/29
World of the Rockhound	WPLN, Nashville	R/26/30
Negro Music in America	S.I.U. Radio Tape Network	R/39/15

 PUBLIC AFFAIRS EDUCATION

Calumetrics	WCAE, St. John	TV/36/30
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Title	Producing Agency	Medium/ No./Length
Economics for the Concerned Citizen *	KUON, Lincoln	TV/12/30
Project Understanding *	WMVS, Milwaukee	TV/8/30
Great Decisions *	Southern Educational Communications Assn. and Foreign Policy Assn.	TV/6/30
Tell It Like It Is	WCMU, Mt. Pleasant	TV/-/30
Revolution: 20th Century Phenominon	KEBS, San Diego	R/-/60
A Study of Alcoholism	WFSU, Tallahassee	R/7/40-60
Georgetown Forum	Georgetown University, Washington, D.C.	R/weekly/30

Appendix D
PROGRAM INSPECTION PANEL

A panel of broadcasting, education and research specialists was selected to help establish the nature of existing continuing education programming through a review of the materials listed in Appendix C. The specialists came together from May 11 to May 15, 1969, to inspect broadcasting and related materials and to deliberate about public broadcasting's role in continuing education.

Members of the assessment panel were Henry Alter, director of educational services, National Educational Television; Robert Blakely, author and continuing education specialist; Edwin G. Cohen, executive director, National Instructional Television Center; Lark O. Daniel, executive director, Southern Educational Communications Association; Donley F. Feddersen, chairman of the department of radio and television and director of radio and television services, Indiana University; Phillip E. Frandson, associate director of university extension, University of California at Los Angeles; Mary Jane Hewitt, director of special education programs, U.C.L.A.; Eugene I. Johnson, professor of adult education, University of Georgia; Robert L. Larsen, assistant general manager, WGBH Educational Foundation; Harold Mendelsohn, professor of mass communications and director of the communication arts center, University of Denver; Richard J. Meyer, director of school television service, WNDT; John Ohliger, assistant professor of adult education, The Ohio State University; William H. Siemering, general manager, WBFO; and Duane Straub, director of programming, Educational Television Stations/Program Service, National Association of Educational Broadcasters (ETS/PS)

Appendix E

As a result of the survey of current continuing education activity in public broadcasting (Appendix B) and of the inspection of representative materials (Appendices C and D), several working papers were prepared. In the paper presented in this Appendix a broadcasting specialist who was a member of the program inspection panel refined and expanded the thinking of the panel.

CONTINUING EDUCATION BROADCASTING: STATUS,
ISSUES AND CONCLUSIONS

Lark O. Daniel
Executive Director
Southern Educational
Communications Association

CONTINUING EDUCATION
POLICY AND PROCEDURE RECOMMENDATIONS
TO
THE CORPORATION FOR PUBLIC BROADCASTING

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A Quote by John W. Macy, Jr., President

Corporation for Public Broadcasting

*(from a speech delivered at this year's Ithaca College
Commencement)*

"PUBLIC BROADCASTING AND THE COMMUNICATIONS GAP"

And education need not be confined to the classroom. The black box with the picture can bring learning to the home. This learning can be beamed to specific age groups, such as the pre-schooler or the senior citizen, or it can be specialized continuing education for the worker, the manager, the professional, in an ever evolving inventory of knowledge, or it can be a learning experience for the entire family in the phenomena of science, the teachings of history or the analysis of current trends.

The media can be employed in reaching segments of the community which have been hidden from view and barred from the understanding of the mainstream of our society. Special service and assistance can be transmitted to the residents of the inner city or the rural isolation. Special communication can be designed for reaching the minority groups in our midst. The groups which believe so much of current communication to be irrelevant and unobtainable.

Introduced into the Congressional Record
by the Hon. Howard W. Robinson of N.Y.,
House of Representatives

CONTINUING EDUCATION
POLICY AND PROCEDURE RECOMMENDATIONS
to
THE CORPORATION FOR PUBLIC BROADCASTING

Lark O. Daniel, Ph.D.

.....

INTRODUCTION

Upon occasion, both instructional and educational television have been a potent vehicle for moving information and experiences to viewers in the school or in the home.* As a transmission system, television has the capacity to deliver words and pictures to almost any size group, located almost anywhere. As a context for communicating, television can instruct and/or entertain, and/or persuade. Used properly, it can contribute to the positive development of man and his society.

However, a repeatedly forgotten truism of broadcasting is the one which asserts that the transmission system is neither better nor worse than the quality of what is being transmitted. Except for the obvious possibility of transmission deficiencies, "in quality, out quality" - "in trash, out trash". It is important that we keep our semantics straight in a study such as the present one so that we can ask questions correctly. For example, the question, "Can television teach?", confuses the issues of "transmission" and "content". As a technical system, television can neither teach, nor motivate, nor change human beings in any other way. However, when the word television denotes what is being carried on the system, the possibility exists that it may teach or fail to do so, that it may enthuse or bore, that it may intimately touch the life of the viewer or miss him completely.

*For convenience of exposition, and to avoid the awkwardness of needless redundancy, this paper will refer to television principally. However, there is no intent to slight radio and the reader may assume that the point being made refers to both media, unless, of course, the context would indicate otherwise, e.g. as when visual production elements are under discussion. Also, when a point applies particularly to radio, that fact will be noted.

This paper begins with the issue of transmission vs. content for two reasons. *First*, a part of the present task is to *identify* the nature of existing materials in continuing education, and to *assess* how adequately public broadcasting is serving this area of television and radio. The distinction between technology and programming is an important one so that if we find, for example, a serious lack in *what* is being televised, we do not come to the erroneous conclusion that television, as a *means* for moving information and experiences, is ineffectual, or should be abandoned. If we find that televised continuing education has had little impact upon the life of the average viewer, we will focus our attention upon an analysis of what was wrong with past efforts, and upon the discovery of ways to improve future performances.

Second, part of the charge of the present study is to "suggest priorities for public broadcasting and to reveal strategies for further activities". As the past history of broadcast continuing education is used to guide and to direct present efforts, we must be careful to predict what television and radio *can* do effectively, as well as to consider what *has* or *has not* been done well in the past. For example, if literacy training via ETV has not been notably successful up to now, we need not assume that a mass communication medium is not equal to the task. It is more reasonable to explore innovative program formats which take into account audience characteristics and preferences. If ETV series for high school equivalency have attracted fewer viewers than hoped for, there is no reason to conclude that such instruction requires the student to be present in the classroom. It is probable that more attractive and motivating approaches to broadcast continuing education will enhance its capacity to solve the critical human and social problem of undereducation. If huge segments of the American public have never relied upon educational broadcasting to help fulfill their lives, we know that it is not television *qua* television that has failed. Those audiences *do* watch television - commercial television. But, their choice, if it can be called one, is between "*Net Playhouse*" and "*Gomer Pyle*" - or between an erudite exploration of the nation's mental health, and "*Beverly Hillbillies*". The solution for public broadcasting, in this case, is to provide a *genuine* alternative.

Since "Continuing Education" (within a variety of definitions) generally falls in that area between what is clearly "educational" television, and that which is clearly "instructional" television, it is informative to note the present state of televised instruction. Many school systems are curtailing or terminating their ITV commitments. A number of ETV stations are in near panic as this major source of financial support is being withdrawn. As school budgets get tighter, one of the first areas to feel the pinch is that of ITV. There is every indication that this trend will accelerate and that instructional tele-

vision in America is headed for difficult times. Admittedly, there are many reasons beyond the *quality* of televised instruction which account for its present predicament, e.g., the demand for increasing teacher salaries and the general rise in costs for school operations. However, an objective appraisal of the current "state of the art" in ITV forces one to conclude that a major reason why it has not gained a greater foothold in American education is because it has failed to meet its promise over the last fourteen years. For the most part, it is a dull and unimaginative replication of the sovereign teacher in the sacrosanct classroom. The point is that it's very instructive to ponder the ills of this not-too-distant relative of continuing education for the insight it provides about the current state of the latter, and for indications of what course of action must be taken if televised continuing education is to thrive and make a contribution to American society. Television can't teach, but learning *can* occur via television.

The approach of this paper, then, is to examine the few strong points, and the many weaknesses, of televised continuing education as it presently exists. The purpose is to *diagnose* and then to *prescribe*. An operating premise here is that *certain* educational communications can be rendered effectively by means of television and radio under *certain* conditions. Of course, the purpose of the present study is to bring some degree of *certainly* to CPB's future involvement in continuing education.

THE PRESENT STATE OF
BROADCAST CONTINUING EDUCATION

Continuing Education - Programming Data

To give the reader of this paper an idea of where the current thrusts are in Continuing Education (CE) and to provide a frame of reference for the assessment which follows, the results of an NIT survey on CE program production is provided below.

NIT PROGRAM AND PRODUCTION SURVEY

	<u>Radio</u>	<u>Television</u>
No. of stations returning questionnaires	119 (30%)	98 (79%) (covering 140 stations)
No. of stations broadcasting Continuing Education series/programs	72	122
No. of stations producing Continuing Education series/programs	63	55 (covering 89 stations)
No. other agencies identified as producers of Continuing Education materials	27 (7 non-US)	13
No. of different Continuing Education series/programs identified	340 (44 by non-station agencies)	496 (43 by non-station agencies)

Number of series/programs in each Continuing Education category. The numbers in parenthesis indicate the number of each category not tape recorded.

I. Professional education	33 (6)	107 (6)
II. Business and industrial education	4 (0)	39 (0)
III. Vocational education	4 (1)	13 (0)
IV. Public Employee education	0 (0)	10 (0)
V. University extension education	29 (2)	53 (1)
VI. High school equivalency	5 (0)	8 (3)
VII. Special education	2 (0)	8 (0)
VIII. Basic education	8 (1)	34 (4)
IX. General education	84 (11)	159 (5)
X. Public affairs	127 (23)	42 (11)
XI. Other	44 (9)	23 (0)
TOTALS	340 (53) (16%)	496 (30) (6%)

Although areas in which program availability is fairly high, such as "Professional Education" and "University Extension Education" can be identified with fair precision, the categories of "general education", and particularly "public affairs", are catchall designations which include considerable heterogeneity. It is interesting to note, however, that even such gross data as these lend themselves to reasonable hypotheses. For example, in the cases of professional and extension education, it is probable that their numerical presence is high because, relative to other types of programming, they enjoy a more generous financial base. As another example, the high incidence of "public affairs" programs probably is the result of 1) low budgets, indicating 2) a glut of talk-talk programs which have been produced because 3) they are the easiest to bring off. The importance and relevance of such interpretations will become apparent as we assess the current status of broadcast continuing education.

An Assessment of Present CE Programs

In this writer's view, the recent two day experience in Bloomington, Indiana of viewing a very large sample of radio and television continuing education programs was a bleak and discouraging event. With few exceptions, the programs were dully conceived and ineptly executed. For the most part, they were boring and trite, being relieved neither by outstanding production nor stellar personalities. On the assumption that the programs which were viewed reflect accurately the present state of broadcast continuing education, it is entirely clear why public radio and television is hardly a whisper in the conversation of mass communication. Broadcast CE is in desperate need of adequate financing. But, even prodigious injections of money into continuing education will not cure its blight unless, simultaneously, basic premises and procedures are also revised. To be sure, partly this is a chicken-egg problem. A producing agency cannot do more than put a "face on the tube" if budget constraints are severe enough. On the other hand, many programs which were viewed *could* have been much better, for the same dollar figure, *if*---we address ourselves now, by implication, to the "ifs".

Some of the outstanding characteristics of broadcast continuing education are as follows:

General Format and Approach

1. Appropriateness of material for medium used - Over

and over again, one is impressed by the fact that many of the television programs are "radiovision", that is, their content and format do *not* require television production and transmission, but rather suggest that they properly belong on radio. It is extremely expensive and wasteful to do radio programming by TV. It would appear that many continuing education dollars are wasted by this misuse of the medium. It may be presumed that the question is seldom asked seriously as to the *appropriateness* of a topic for ETV. For example, a program such as "Office Career Training", produced by Manpower Educational Institute certainly does not require TV, and perhaps not even radio.* Mimeographed transcripts would probably be adequate to the task.

The same indictment can be made of continuing education via radio. Almost all of the programs which were examined could as well have been transmitted via the printed word. In a different vein, we find radio attempting to present highly visual subjects by means of audio-only transmission. A prime example is a program concerned with art appreciation. Even though it is possible, under these conditions, for the listener to have his own set of pictures to which the talent can refer, it surely is preferable to use television which can supply *every* member of the audience with visual examples at no additional cost. In the case of either media, it is inexcusable to produce radio and television programs because we have radio and television stations. One suspects that too often programs are produced "because the stations are there."

In fairness, it should be pointed out that the rare exception happens when a radio series is produced which should have been presented on television. The program content of a radio series produced by the OSU Agricultural Extension Service requires that many of the problems and solutions which are discussed with the farmer and homemaker viewers be visualized and demonstrated. If we are to err in media selection, it is preferable to produce ETV programs on radio. Even so, this example points up the fact the insufficient attention is being paid to correlating program content requirements with the communication medium.

**The author will illustrate his points by citing specific examples, as all-too-often such exposition is vague and abstract--glittering generalities with no concrete referent for the reader. It seems important to substantiate this assessment by providing examples which the reader may check for himself if he so wishes. However, it should be clear that there is no implication here as to the general production level of the station or producer which is involved. The remarks are specific to the program or series which is cited and in no way are an assessment of the average product of the producing agency. (Please see footnote on next page.)*

2. The face on the tube - An extension and specific outgrowth of the previous point is the surfeit of continuing education programs which are entirely (or almost so) one or more persons talking - and talking - and talking. No demonstrations, or performances. No experiences transmitted to the viewer by means of the unique capacity of film and TV. Just the same sort of face emitting words which can be found in any classroom or lecture hall -- but, incidentally, not very often on commercial television. Televised continuing education can be characterized largely as the talking face; boring, monotonous, and uninspiring. On the positive side, the WMVS program, "Help Wanted" is an above average voice over film in a documentary format. There was no need for a face and, happily, it was omitted.

3. Appropriateness of content for broadcast - There was evidence in the programs that the content expert with an academic background often has a difficult time fitting his material for a general audience. For example, while one program on economics is presumably addressed to "the Citizenry," it is at least as formal and instructional as an introductory college course in economics. Except for such programs as KQED's "Folk Guitar," the general tendency is for continuing education programs to be too recondite and proper. "Academic Respectability" holds obvious sway over audience appeal.

The Target Audience

4. The non-specific target audience - In both radio and ETV, the great majority of series are not designed for very specific audiences. If we have learned anything about programming from many years of research, it is that there should be a fair degree of consistency within a station's total programming. It is difficult for a station to build a loyal audience when it presents classical music one period followed by agricultural information in the next. As with general programming, so with individual programs, it is probably to the detriment of many continuing education series to attempt to appeal to widely diverse and heterogeneous groups within the same program.

Note: This section of the paper has been edited slightly. The author feels that the citing of specific program titles as negative examples, while useful for the Bloomington conferees who viewed the programs together, would not serve a positive purpose here. Thus, many allusions to particular programs and series have been deleted.

5. The target audience level - Continuing education programming consistently is directed to middle and upper class audiences, whether by design or inadvertently. Obviously, series in professional education are intended for a fairly specific group. However, if the reader will glance again at the programming and production data which were presented at the beginning of this section, it may be seen that the bulk of CE programs deal with other than training and quasi-instruction. A critical examination of CE offerings will reveal almost no programs of interest to the blue collar worker; very few programs are suitable for the millions of Americans with less than a 7th grade education; the dweller in the metropolitan ghetto and the residents of the Appalachian back country are omitted from consideration in CE programming. Even though an admirable series, for the most part, KUON's "Nine to Get Ready" is of questionable help for the poor or disadvantaged pregnant female. The examples and concerns of the program are often atypical of the daily problems and the options available to lower class women. While a perfectly useful series for those of, at least, middle class status, it is not apt to meet the needs of the pregnant poor. Thus, we have an example of the fact that the typical middle class broadcaster is comfortable in doing so, and consequently tends to, address himself to the kind of people he knows best - people like himself.

There is a related point which I must insist upon - one which I presented and supported at the initial NIT conference. In public broadcasting, including continuing education, we often confuse programs *about* a minority group with programs *for* the group. We frequently mistake a dialog among middle class participants *about* a social problem to be a program which *involves* the segment of society around which the problem revolves. The producers of continuing education (and all of public broadcasting for that matter), must rid themselves of this delusion. They must begin to distinguish between programming *about*, and programming *for*.

As an example, the recent two-year Public Broadcast Laboratory (PBL) experiment devoted almost all of its efforts to such topics as racial conflict, poverty, student unrest, air pollution, etc. Similarly, a recent NET program titled "Appalachia: Rich Land, Poor Land" dealt with the blight of the area and the plight of its people. Like the PBL programs, the NET special was *about* the poor and the disadvantaged. It was not *for* them. The level and approach of the program was clearly for the educated individual. The middle class talked to the middle class. It was not a program which would be watched *by* a disadvantaged Appalachian. Of course, the point is not that there shouldn't be programs for the advantaged. It simply is that there *aren't* many continuing education programs for a huge segment of the American public.

Again, we cite the exception to the rule. The KCET series "Cancion de la Raza" is a well-conceived and expertly implemented series. It is *for* the disadvantaged Mexican-Americans of the Los Angeles area and actually *is* viewed by the target audience. Similarly, the N. J. Community Action Training Institute series, "Ya Es Tiempo" are programs *by* the poor *involving* the poor. However, even lofty motives can be subverted by the producer's middle class background. One series aimed at teaching conversational English to Mexican-Americans is patronizing to its lower class audience - a fact which must be offensive to the intended viewer.

The Program Talent

6. The On-Air Talent - We have already said that the continuing education programs which were previewed in Bloomington displayed an endless procession of "faces on the tube." After many of the snappy openings, with credits over music and animation, or film sequences, the program plummeted to a monotonous plateau of verbal flow which continued until we were relieved by a snappy close over final credits. Upon occasion, the talent was such as to make the experience almost bearable. For example, the WMVE program, "Health Careers" has an articulate presenter who handles his down-to-earth material well. The WGBH program, "Read Your Way Up" is strengthened by good talent, as is KOAP's "What's In A Word." By contrast, the problem of the face on the tube is magnified in most of the programs which were viewed in Bloomington. The McCalls Corporation program, "Smart Sewing," distributed by NET, is not enhanced by the bad voice of the talent. Even programs which have an inherent potential to be interesting can be dulled by the host; a case in point is one series on the folk ballad.

Radio fares no better in the matter of talent. WSHR's "Food For Thought" presents uninterestingly conceived copy, badly. Starting with program content which is dull and boring, there is no chance of rescue for WHA's radio program, "Contemporary Trends", as dull lecturers are transmitted lack-luster, without color or flavor.

Surely, there is one area where the application of money can help. Perhaps, with greater financial resources, continuing education can relegate the "content expert" to his proper role and not have to rely upon him to serve also as talent.

7. Relation of On-Air Talent to Target Audience -

With few exceptions, the on-air talent was seldom a peer of the viewing group or a person with whom the audience could readily identify. While it certainly is appropriate for talent to be the "expert", or the "performer", or to have some other relationship to the viewer, one has the impression that seldom is any consideration given to whether the on-air person *should* be representative of the target audience.

Production Principles and Techniques

8. General disregard of human psychological and physiological characteristics - The continuing education programs which were viewed are fraught with examples in which the producer and/or talent either did not know, or did not take into account, how humans perceive, and think, and learn. Much is known about how humans search a visual field, encode or decode a communication, respond to audio vs. video stimuli, etc. There was scant indication in the programs that this information, in fact, influences producers, directors, or studio talent.

9. Amount of information displayed simultaneously - A frequently committed error was to present too much information, at a given moment. For example, one medical series which was viewed presents a great amount of printed and other graphic material concurrently. Or, at the same time during which considerable visual material is being presented, the audio transmission is dense with information - too dense for the audience to decode and learn much that is available. The KBYU program, "American Heritage", illustrates an error which is legion in most informational broadcasting when a chart is presented. Instead of revealing a single point at a time, the entire chart is presented at once to the audience. In such a case, one has no idea where the viewer's attention may be focused from moment to moment. It may be in phase with the verbal transmission, or it may not. These are but two examples of a general malaise which afflicts television and film production. And, it must be understood that these considerations are *not* esoteric. If the broadcaster is to know how to devise and to present *effective* communications, he must be conversant with the principles governing human perception and learning.

10. Overproduction - Although most ETV programs are

underproduced, there are occasions for which the set designer, or the graphic artist, serves his own artistic temperament better than he serves his audiences' needs. One series for dentists uses graphics which are unnecessarily fancy and which confuse with their "artiness." Rather than enhancing the effectiveness of the programs, the staging and the visual materials probably create a difficult perceptual task for the viewer.

11. The misuse of potentially effective techniques - An example in this category may be seen in a program which deals with collective bargaining. While, in one way, the use of drama and role-playing was a welcome relief from the standard face on the tube, their probable misuse rendered them much less effective than they could be. Specifically, the role-playing segments continue at such length, before analysis or interpretation is attempted, that it is quite likely the points which are illustrated are lost or difficult to isolate.

12. The use of television when film is required - Time and again in the continuing education programs, the producer attempted to accomplish objectives via studio television when the use of film techniques was clearly in order. One seldom knows, in assessing a program, whether this very serious error is committed out of ignorance or presumed necessity. However, even to advance the reason of "limited budget" begs the question if our goal is effective communication.

In an otherwise excellent series of programs, one series on electronics is marred because it was not done by film. The close-up shot, called for by the Director during continuous taping, simply is unequal to the task of isolating specific actions and objects for the viewer. The WGBH series, "Project Physics Teacher Briefings" requires film for close control of demonstration sequences. The WENH series, "Auto Mechanics" is another example of an excellent series which would be greatly enhanced by the use of film techniques. There is an appropriate ratio of lecture to demonstrations and the latter are well executed. However, the visual content is simply too complicated to be controlled by a TV director. The examples are endless.

13. Underfinancing and underproduction - For a few programs it was evident that skill and imagination had been applied to the production of the series, but that financial limitations had set boundaries upon what the producers could do.

As a matter of fact, KCTA's series, "Skiing", is an outstanding example of what can be accomplished with good talent, which is well-lighted, imaginatively staged, and competently directed. Even so, one laments the fact that all of this talent was not brought to its full potential because of budget limitations. Similarly, the WABC series, "ABC's of Boating", is another example of a good and useful series which could have been many times better with an adequate budget for filming.

Duplication of Effort In CE Production

14. Wasteful replication in program production - It should be pointed out to the reader that the issues which are discussed in this "assessment" section of the paper, definitely are *not* listed in rank order of importance. One of the most disheartening facts to be confirmed by the Bloomington Conference, is the seemingly endless extent to which continuing education dollars are wasted throughout the nation by the same program topic being produced at station after station - needlessly/ Pick your topic - sewing, conservation, science, nursing, Spanish, international affairs, readin', writin', or 'rithmetic - you name it and the likelihood is that the series has been replicated from 10 to 100 times in the 170 or so ETV stations in the country. Apparently, the shibboleth of "unique local requirements" has been no better overcome in educational broadcasting than it has in American education, generally. This characteristic is the most prodigal, recklessly extravagant excess of continuing education broadcasting and will be considered further in the next section of this paper.

Audience Size

15. Audience size and mass communication - The role of educational broadcasting in serving special minority audiences not served by commercial broadcasting is well-established. However, the data on audience sizes for continuing education series, which were gathered by the NIT staff, would seem to indicate that the factor of audience size is seldom taken into account when deciding whether or not to produce a CE series. Estimated audiences of as few as 100 to 300 persons were reported for both radio and television. It is the assessment of this writer that *distributing* programs via open

broadcast to such small numbers is a waste of air time, with few exceptions. There is even a question as to whether such series should even be *produced*. While special interests must be given every consideration, it remains that educational broadcasting will never have unlimited resources. That which is available must generally be applied to the greatest good.

Audience Research and Program Validation

16. Educational broadcasting flies by the seat of its pants - There was little evidence, for the programs which were viewed, that their production was based upon solid audience research data about the intended target audience. Neither was there evidence that the programs had been validated to determine if they were capable of achieving the producers' or sponsors' objectives. Beyond that, there was little reason to assume that the producer had ever identified a program's objectives in other than the vaguest terms - "I want to do a program about ...". It appears that program production and presentation is largely intuitive, relying almost entirely upon the "professional judgment" and "expertise" of the broadcaster and content specialist. While these are valuable assets, it is the assessment of this writer that much too often the producer doesn't know where he's going - thus, he can't tell whether he got there or not. Along with program duplication, the lack of audience research and program validation ranks as one of the most serious deficiencies in broadcast continuing education. Most producers could take a much-needed lesson from the procedures which were used in developing KCET's series, "Cancion de la Raza".

SPECIFIC ISSUES AND CONCLUSIONS

The preceding section of this paper attempted to assess the current state of broadcast continuing education, at least as conceived by the present writer. In this section, we shall comment further upon these issues, and venture a conclusion regarding what policies *should* prevail in educational broadcasting. A potpourri of problems and policies, of issues and conclusions, will be presented here to provide the rationale for the recommendations which will be offered in the concluding section of the paper.

1. GENERAL CONSIDERATIONS

- A. CPB's Mission - There appears to be general agreement that an encompassing mission of CPB is to serve the American people, through public broadcasting, by providing programs and services which are not ordinarily made available by commercial broadcasting. As a public instrument, principally using public funds, it is obligated to meet the needs of as many Americans as is feasible, according to its funds and resources.
- B. Program Duplication - CPB should not give support to production which duplicates programs which are already in existence unless:
1. very convincing evidence is presented that an entirely unique situation exists which requires special interpretation of the basic content. Even so, the grant petitioner should be made to explore the possibility that a limited number of new programs could be used in conjunction with the existing ones;
 2. it can be established that current materials are no longer valid and should be replaced.

Also, when program grants are being considered for programs which could apply to other than strictly local use, CPB should put the onus upon the grantee to explore the following: 1) ways in which programs may be structured so that they will have maximal applicability nationally, either by themselves, or in conjunction with some form of regional or local follow-up; 2) ways in which there can be more than local participation in the *planning and development* of the

programs; 3) ways in which other producing agencies, which are interested in the same programs, may participate in *cooperatively producing* the series - including the possibility that through pooling resources via cooperative production, a grant may not be required, or perhaps only a small one to oversee coordination of the project.

In general, CPB should exercise its power in the service of drastically reducing, or hopefully eliminating needless and costly program duplication. It should take an active role in assuring that the total resources available to public broadcasting are used to the greatest advantage.

- C. The Nature of TV/Radio Audiences - Broadcast television and radio are *mass* media in, at least, two respects: 1) they are most efficiently employed to reach relatively large numbers of people (often dispersed widely, geographically), i.e., numbers which cannot be convened conveniently in one or a few receiving locations; 2) they are *basically* one-way transmission systems due to the fact that it is patently impossible for a *significant* portion of a large audience to engage in a dialog with the source of transmission.

While it is possible to have a *limited* number of viewers/listeners call in during a program, or to arrange for various group activities during or after a program, we must remain clear about two points: 1) if the program is being transmitted to an audience of appreciable size, we are kidding ourselves if we assume that a "call-in" format has created a dialog between the mass medium and "the" audience; 2) while it is perfectly legitimate, and sometimes desirable, to coordinate ETV/radio programs with group activities, (a) one has not changed the basic one-way characteristic of the medium, and (b) it is not always necessary to enlist group activities to enhance a program's effectiveness.

There are those, currently, who insist that ETV/radio broadcasts should be refashioned into the "group discussion" mold. In certain instances, depending upon program objectives and content, certainly this is desirable. However, the fact remains that television and radio, as mass communication media, in, of, and by

themselves *can teach* - without supplement or follow-up. This fact must never be ignored or forgotten.

II. PROGRAM OBJECTIVES AND CONTENT

- A. Defining Program Objectives - It must become incumbent upon program producers and content experts to *clearly* define the objectives for *every* program they produce. The objectives must be defined in *behavioral* terms and indicate what the viewer/listener will be able to *do* after the program that he was not able to do before. It must be possible to validate the program by being able to *observe* whether he has acquired new capabilities for *responding*.

At present many producers do not even attempt to define program objectives. They are immersed in doing a program *about* something. They are *content* oriented. As they do not concern themselves with the *results* of their program, defined as viewer behavior, they seldom make any attempt to determine whether it did, in fact, produce a change in the viewer. Of course, it must certainly follow that if the objectives of a program are not known, then it is impossible to determine whether they have been achieved. It must be added that the situation is not improved when program objectives are defined in such terms as, "to learn to sew", or "to become informed about important social crises". Sew what, how, with what, to what level of competency? What am I to observe in the viewer to tell whether the program was successful or not? What social crises? To what level of sophistication? In order to do what? There is no legitimate way in which to evaluate a program unless I know the answer to such questions as these.

CPB must insist that any grant application include a specification of each program's objectives stated in terms of viewer behavior. Otherwise, neither the producer, nor CPB, nor anyone else will be able to assess whether the grant has been carried to successful fruition.

- B. Programming About Versus Programming For - Since its inception, educational broadcasting has been programming principally for middle and upper class viewers/listeners. Any reader who wishes may tabulate, from the program guides of the nation's ETV stations, the kinds and categories of programs which are offered as "public" television. The present author has done just that and the findings are quite clear. There do not appear to be over one percent (1%) of the programs which could be said to appeal to the black ghetto dweller, the Mexican-American laborer, the typical blue-collar worker, the poverty stricken rural dweller, etc., etc.

The conscience of public broadcasters has been fully evident in the last few years, as their programming has reflected a deep concern with the many kinds of social crises which currently beset our country. They have done programs on racial conflict, student unrest, the Vietnam war, and all of the rest of the problems which Americans face. The camera and the microphone have become full partners in the process of confrontation. By and large, motives have been lofty and intentions the best. Yet it would appear that, for the most part, the people who were the subject and the concern of many of these programs have remained completely untouched by them. The reason would seem to be that almost all of these programs were *about* the object of their solicitude, and few, if any, were *for* the disadvantaged.

The author is fairly certain that most of the producers of the programs under consideration would take exception, if not umbrage to the point being made. Even for those who will tend to accept the idea as valid, it is likely that they will respond with the shock of revelation. Good intentions and lofty motives are insufficient. The producers of public television must become sensitive to, and acutely aware of the difference between a program *about* and a program *for* a particular citizen group.

- C. Expanding Public Broadcasting to Total Programming - An extension of the previous point asserts that not only should a distinction be made between programs for and about certain audience segments, a new thrust must be undertaken in educational broadcasting which

will make it truly public. We must extend the non-commercial program service to include, *for the first time*, huge numbers of Americans who, up until now, have been almost completely ignored by ETV. Elitism must no longer be the hallmark of educational television. Along with the dramas, the book reviews, and the learned analyses of public affairs there must be a generous offering of programs which appeal to the poor and the undereducated. The Corporation for Public Broadcasting must undertake to effect a new era in educational radio and television, a millennium in which public broadcasting belongs to and serves *all* of the peoples of America.

- D. Audience Size - Presently, there are too many instances in which broadcasting facilities are being used to transmit programs to very small audiences. Unless there are compelling logistical reasons why a series must be disseminated in this way, CPB should neither foster nor fund projects of this sort. Broadcasting systems, ordinarily, should be used to address fairly large audiences. Of course, no generalization can be made as to what constitutes "a fairly large audience". It depends upon the composition of a station's market.
- E. Social Issues Programming - There is no question but that public broadcasting has, can, and should continue to raise issues and to explore social problems with a depth and candor which is absent from commercial broadcasting. Confrontation, and "telling it like it is", is more than an option for public television, it is an obligation. However, in the zeal to meet our social responsibility, programming has gotten out of balance. Problems *do* get solved, or partially so. There *are* many positive sides to American life and society. There *is* beauty all around us. These facts are not proportionately represented in public broadcasting. CPB should place high priority upon sponsoring programs which meet the human quest for truth as it is revealed in man's and nature's creations; as it is verified in kindness and unselfish deeds.

- F. Motivating the Audience - Particularly in continuing education, the more closely a program resembles formal instruction, the more it is incumbent upon the producer to accept the responsibility for motivating the audience - both in terms of characteristics inherent in the program, and in terms of promotion. In fact, a portion of *any* programming grant should be allocated for promotion.

III. PROGRAM CHARACTERISTICS AND FORMAT

- A. The Face On The Tube: I have already said a great deal on this matter. However, I do not feel that it is possible to be either too redundant, or too adamant, in insisting that this is one of the most insidious and deplorable characteristics of broadcast continuing education. Grievously doth the program producer press into service the content expert, and grievously doth he plague the viewer. Of course there are exceptions in which the character and the personality of the talent render him the best visual material to be had. Except in such a case as this, CPB should insist that producers use the full audiovisual potential and power of the television medium.
- B. The Talent and The Content Expert - Closely correlated with the previous point is the question of the relative roles of the presenter and the content expert in program production. It is rarer than we would like, to find a content expert who is also an articulate and dynamic communicator. When it is appropriate for a face to appear on the tube, we should insist that it be one which will motivate the audience and communicate the message. The egregious practice of presenting wearisome, tedious, program talent is in part due to the expectations and/or demands of the so-called "content expert." It is also attributable to the fact that due to budget limitations, seldom does a producer have an option. CPB could render an inestimable service to American sensibilities were it to take the lead in upgrading the talent which appears on both radio and television; first, by refusing support for series which do not promise talent of a high caliber; and second, by considering talent costs a necessary ingredient of any grant proposal.

- C. The Use of Film - Related to both of the previous points is the matter of film versus television production. Limited budgets and the scarcity of station cinematographers often force the producer either to 1) omit needed film sequences from a television presentation or to 2) produce a program in the television studio when he should be using film. The public broadcaster needs ready access to both media. He should be able to make his production decisions on the basis of the appropriateness of the medium, relative to his objectives, rather than purely on the basis of budget considerations. CPB has a dual role here: 1. To insist that producers use film when program objectives require it; and 2. to help support an increasing availability of film capability among the producing agencies.
- D. Selection of the Proper Medium - This paper has already described the extent to which television shows are produced on radio and vice versa. It would be impossible to overemphasize how important it is that this practice be curtailed, and hopefully stopped. CPB should convene a hard-hitting task force to thoroughly explore and then to expose this absolutely indefensible and extravagant practice in educational broadcasting.
- I am aware that, at this point in its brief existence, CPB must be concerned with winning friends, and sensitive about treading on toes. However, the corporation must become much more than a source of funding for non-commercial broadcasting. It must exert its influence to winnow the effective from the wasteful practices in public broadcasting. It must separate and drive off the chaff of mediocrity from the grain of quality programming.
- E. Local Follow-Up and Utilization - While radio and television have the capacity to do a reasonable teaching job in most cases, there are programs for which local follow-up would enhance learning and increase the general impact of the series. For example, skills acquisition

often requires some period of supervised practice. Or programs that deal with social problems, which may lead to community action, may be more effective when there is massive viewer/listener involvement. Although expensive, CPB should fund "utilization" procedures when they actually are warranted. However, the matter of "cost effectiveness" should be very carefully considered in such cases so that funds are used to support results, not fads.

- F. Series Length - Of the few principles regarding viewer characteristics of which we can be sure, one is that both radio and television viewers/listeners are creatures of habit. They like for their programs to be dependable; to appear at the same time, at the same place on their dial, and with regularity. They don't like pre-emptions. They don't form viewer/listener *habits* for single programs and short series. Even "specials" are best incorporated into some sort of omnibus format. Therefore, CPB is urged: 1) to give strong consideration to developing series which last for 13 or more programs; or 2) when appropriate, to require that programs being produced at different stations adhere to formats and production specifications which will permit the disparate programs to be coordinated into a single series.

- G. Color Versus Black and White - There is abundant research evidence to show that color transmission does *not* facilitate *learning* unless colors or color differences are what is to be learned. Even then, whether learning is helped or hindered will depend upon the fidelity of the color transmission.

In spite of these facts, it is probable that CPB should require color production in most cases. When public television is competing with its commercial brethren for viewers, except for compelling content or loyal special audiences, it is likely that ETV is at a disadvantage in black and white. Considering the cost factors, this is certainly one area in which CPB needs to get some firm research data. Esthetic preferences and personal judgments beg the question.

- H. Use of Station Breaks - It may or may not be a major point, however, this writer would like to suggest that station breaks be widely used for more than "promos", or even public service announcements. It appears to me that station breaks could be used as very effective *teaching* units. We know that children learn the audio and video content of commercials. We could teach anything from "how to use a toothbrush", to "how to repair a leaking faucet" within the station break period.

IV. TRAINING AND MANPOWER DEVELOPMENT

- A. Public Broadcasting's Personnel Shortage - One of the most serious lacks in all of public broadcasting is an adequate number of well-trained, high caliber professionals at all job levels from top management to cameramen. The low salaries and the unperceived challenges drive many of the better qualified people either to commercial stations or to the TV/film producers located in the major metropolitan areas. Thus, militating against a generally high standard of production in ETV is 1) an insufficiency of adequately trained specialists, 2) a movement of professionals out of the field, and 3) an inadequate recruitment program locally and nationally.

This writer urges that the corporation undertake a "training and manpower development" program on a scope which is commensurate with its efforts in programming development. Program production is *people* - and the goal of quality public broadcasting can never be achieved broadly until *large numbers* of bright and talented producers and administrators are widely dispersed throughout the stations and production centers of the nation. In this regard, note that the establishment of a few large production centers does *not* solve the problem as some people would suppose. To produce "X" number of quality programs, it takes "X" number of talented people - whether gathered in one place or distributed nationwide. Another high dimension of the problem, of course, is the matter of effecting high quality for local programs.

I implore CPB to proceed, without delay, in the development of a structure which will devote itself to the manpower needs of public broadcasting. It is urged that a "department" (or its equivalent) be established within the Corporation with the sole responsibility of addressing itself to public broadcasting's personnel needs. Several, or all, of the present Regional Networks should be recognized and supported as manpower development centers involved in 1) recruitment, 2) training, and 3) curriculum improvement in schools and colleges. Please mark this undertaking for immediate attention!

- B. In-Service Training - All of the training methods which are currently used for in-service training, and some innovative ones which have yet to be tried, must be applied in large doses to upgrading the skills of public broadcasters. Learning experiences must be *moved to the learner* (film, TV, books, workshops, demonstrations, programmed learning materials, lectures, correspondence courses, etc.), and *the learner must be moved to* the learning experiences (fellowships, training centers, on-the-job training, field trips, sabbaticals, workshops, etc.) Prodigious amounts of money must be directed to this purpose, *even if it means temporarily*, that money for program production is reduced somewhat.
- C. Pre-Service Training - Section II of this paper already has discussed the need, in non-commercial television, for its people to be more broadly trained than they presently are. In addition to the traditional content of broadcasting curricula, station managers, program managers, producers, directors, writers, and graphic artists should be conversant with the applied and prescriptive information which is contained in the fields of Communication and Learning. It is to be hoped that CPB will undertake to influence and to support curriculum change in schools offering educational broadcasting courses.
- D. Recruiting - If it may be assumed that the previous two activities will train highly

qualified people for non-commercial broadcasting, and will retain them once they are on the job, the problem that remains is recruitment. This can be carried out at the national level, and by the Regional Network centers. Recruitment should be conducted at the schools and colleges and within the ranks of commercial broadcasting. An attempt should be made to entice talented people in related fields to enter the arena of public broadcasting.

V. CONTINUING EDUCATION: PROGRAMMING AND PRODUCTION PRIORITIES

- A. A Philosophy for Priority Decisions - In the opinion of this writer, the philosophy, or guideline which should be used for setting priorities in continuing education program production is self-evident: A program, or series, should be of such a nature that the greatest amount of good will be done for those people with the greatest need. This is a succinct and potent statement with implications which are inescapable.

A hope to be cherished is that, within a very few years, the Corporation for Public Broadcasting will be sufficiently funded to support the widest possible variety of projects and programming ideas. One looks forward to the day when the most esoteric interests of relatively small audiences can be encompassed within the objectives of CPB. The fact of today, as we are all too painfully aware, is that Corporation funding is far below our initial expectations and that even the brightest prospects indicate that this situation will obtain for some time to come. This being the case, we will have to postpone, for now, some perfectly reasonable, but nevertheless dispensable programming topics.

America is in a state of crisis. She is torn with civil strife and beset by increasing crime rates. Her land is being defiled and there is dissension over her foreign policies. In a land of affluence, there are among us the poor and the hungry.

A major contribution to this state of affairs accrues from the millions of Americans who are under-educated and, thus, unprepared to acquire for themselves

a position in a free enterprise economy. They wish a higher income, but have no skill which they can offer in return. They seek upward social mobility, yet do not possess the prerequisites for improving their status and position. They want to have an equal share of the material wealth of the nation, but are unable to compete in the marketplace.

In this writer's view, this is where the greatest need in continuing education exists - with the dispossessed and the disadvantaged of all creeds and colors. Until these people are brought to a minimal educational level which will enable them to acquire a skill that is marketable and will instill in them a sense of worth, Americans' woes will deepen and exacerbate. We need to begin producing programs *for* these people as well as to continue doing shows *about* them.

- B. First Priority Programs - In view of the many worthy continuing education programs which *should* and *need* to be produced, the question of priorities has been one of the most agonizing issues of all for this writer. Although I may dream about the future, as a pragmatist I must answer the question in terms of today and next year. Considering the number of dollars which is likely to be available to continuing education through CPB, I am constrained to say that we must begin at the beginning of our current social dilemma - which, in my opinion, sets top priority for the following series:

1. High School Equivalency - The group which, while being among the handicapped, holds the greatest promise for producing a contributing and reasonably satisfied citizen, is the one composed of persons who are not hard core disadvantaged, but rather have made some progress in qualifying themselves to meet society's demands. With *additional* education they can fit themselves for a more satisfying occupation and can improve their social condition. A significant large-scale thrust in this area should yield maximum dividends per project dollar.

2. Literacy Training - Although literacy training has not been notably successful in the past, and as a consequence some people look upon this area with great pessimism, the simple fact is that *we cannot afford not to make an effort in this area*. A person who does not have minimal skills in readin', writin', or 'rithmetic *cannot possibly* extricate himself from poverty and hunger. There is no way out of misery and deprivation if one is so handicapped in this regard that he cannot even get a job as a filling station attendant. As long as large numbers of Americans are illiterate, no palliative measure which society can possibly dream up will relieve civil strife and reduce the incidence of crime.

3. General Information Programs - The poor and the disadvantaged, of both urban and rural areas, are in great need of information which their lack of education and restricted range of experiences has failed to provide. Their ignorance ranges from personal health care to where and how to acquire food stamps. In the lives of these unfortunates, "one woe doth tread upon another's heels, so fast they follow". At least some of their woes and discontent can be allayed if they can be informed regarding preventative and/or palliative measures which are available to them.

C. Second Priority Programs - In this category I would place all of those topics which might very well meet my personal needs, but which would not meet the criterion I set forth in Part A, above - Programs on boating, gardening, art, drama, practical law, child rearing, etc. I would give low priority to continuing education in relatively high-level occupations such as nursing - and definitely would not include self-sufficient populations such as physicians, dentists, or business and industry.

VI. AUDIENCE RESEARCH - PROGRAM EVALUATION AND VALIDATION

- A. The Establishment of Program Research Centers - Determining what to produce, or assessing the effectiveness of a TV/film program once it has been produced, is almost entirely a subjective matter in current broadcasting practice. Only rarely is audience research conducted to determine what programs an audience would most like to see, or to determine what their preferences are with regard to format and treatment. Equally rare is the program which is evaluated in terms of how it actually affects the audience for which it is intended. The programs which have been, and currently are being produced within the ranks of educational broadcasting are seldom "evaluated" in any sense other than the subjective judgment of the producers themselves, or the majority opinion of a panel of fellow-producer-broadcasters. Even rarer is the case of continuing validation during the production of a series so that each new program is fashioned by the knowledge of what has or has not been successful in previous programs.

It is the opinion of this writer that it is indefensible to conduct a billion dollar industry, such as ETV, without more firm data than is presently available to guide decision making. We must know what our objectives are and be in a position to determine whether we have achieved them or not. We need to do the kind of "market research" which will tell us what our products should be and how they should be packaged. We need data which will enable us to capitalize upon our successes, and avoid repeating our mistakes. We need to know whether our programs do, in fact, "teach" - whether that program is one on auto mechanics, or presents a symphony orchestra. That means *audience research* and *program evaluation*.

Conducting and supervising audience research, and program evaluation and validation, is a function which could readily be incorporated into the operation of several or all of the Regional Networks. This service, while it should be *coordinated* at the national level can be best conducted at smaller than national, yet larger than a local level. It is much more economical to establish a modest staff to serve

an entire region than to have each station and/or grant recipient carry out the research function on an *ad hoc* basis. This writer believes that CPB should:

1. support a sustained effort in audience research;
2. require that audience research and/or objective program evaluation be an element in all production grants; and
3. establish, within two or more of the Regional Networks, the capability to conduct continuing audience research, and program evaluation and validation.

- B. Miscellaneous Research Data - In addition to that discussed above, there is a variety of data which public broadcasting should be able to derive both for national and for local purposes. Illustrative areas are 1. when, what kind of programs are best scheduled; 2. demographic and/or psychological characteristics of a particular target audience; 3. a study of viewer vs. non-viewer for a program or series; 4. public reaction to program content, *et cetera*. Of course, once the Regional Networks are enabled to conduct the research function, such practical questions as these can be investigated also.

VII. FUNDING

- A. Influence of the Dollar Source - One fact that emerged from the NIT data is that, most frequently, continuing education series are produced as a result of a request from an outside agency. One can only speculate as to what biasing effect has resulted from production decisions being made on the basis of dollar availability. One can only guess how differently the catalog of continuing education series might read were public need the paramount factor. It is encouraging to realize that with the advent of CPB, balance may be brought to the reasons why series get produced.
- B. Adequate Funding - The history of televised continuing education is that of series being produced on budgets which are but a fraction of the dollar figure required to produce quality programs. As previously discussed, partly this is due to the waste and duplication which typifies educational

broadcasting. However, equally, it is a result of the fact that large production and validation budgets simply have not been available. It is to be fervently hoped that funding through CPB will begin to change this unhappy situation.

In this connection, it must not be forgotten that the ultimate goal is to produce high quality series which are effective in achieving their objectives. Therefore, CPB is urged to guard against a series being underbudgeted. In an effort to assist as many of the needy in public broadcasting as possible, we should not fall heir to the practice of granting marginal budgets. If the choice has to be made, I believe that it would be wiser to produce a few top quality continuing education series than to produce more programs, but of lesser effectiveness. The advent of the Corporation for Public Broadcasting ushers in a new era and a fresh opportunity for public broadcasting - the chance, at last, to be second to none in mass communications.

VIII. CONTINUING EDUCATION
POLICY AND PROCEDURE RECOMMENDATIONS
TO
THE CORPORATION FOR PUBLIC BROADCASTING
(Revised)

Based upon the assessment of the current status of production and programming in televised continuing education, and upon the issues and conclusions which were derived therefrom, the following policy and procedure recommendations are respectfully submitted to the Corporation for Public Broadcasting for its consideration, specifically:

1. *That the suggestions and recommendations which are contained throughout the section of this paper titled "Specific Issues and Conclusions", be generally adopted by CPB, and incorporated into its policies and procedures when and as appropriate. (General)*
2. *That CPB establish a national entity to be responsible for a) conducting and/or supervising certain continuing education missions assigned to it by CPB, for b) assisting other entities (Regional Networks, Research Centers, etc.) in carrying out the continuing education missions which have been allocated to them; and for c) coordinating the goals and integrating the results when the same mission is being performed by multiple organizations. Specifically, it is recommended that the national agency actually undertake, itself, such missions as a) the development of specifications for a variety of program activities, b) the development of specific broadcast continuing education series; and c) the development and support of continuing education capabilities of the local stations or state networks. In short, the national agency would both conduct and coordinate national efforts in continuing education. It would play a strong role nationally, while at the same time responsibility for certain missions would be distributed as widely as is consonant with effective use of dollars. This national agency should be responsible to CPB, and to a nationally representative*

committee of broadcasters and lay citizens.
(National Continuing Education Entity)

3. That two or more of the Regional Networks; and, at least, one non-ETV related research center be designated and given sustained support to carry out the functions of
 - a) Training and Manpower Development; and
 - b) Audience Research, and Program Evaluation and Assessment - these operations to be coordinated nationally by CPB and/or an agency which it may designate or create, with their direct line of responsibility being to CPB. (Continuing Education Support Centers)
4. That, at this time, top priority for production in continuing education be given to programs which will aid in alleviating the human crises which currently debilitate American society - first support should be given to programs or series which are of such a nature that the greatest amount of good will be done for those people with the greatest need. Recommended are series in a) "High School equivalency"; b) "Literacy Training"; and c) "General Information for the Poor, the Underprivileged, and the Undereducated". (Production-Programming Priorities)
5. That the Corporation foster and/or require, or have required, the following conditions when making program or series production grants - the programs a) must be supported by audience research data which indicates the need for the program; b) must derive from a clear and unambiguous statement of each program's objectives; c) be produced using the most appropriate medium; d) employ talent which is capable of motivating and communicating with the audience; e) serve an audience of sufficient size to require open broadcast; f) not duplicate programs which already exist and are available; g) are produced in a manner which is consistent with what is known about human perceivers; and h) will undergo formal and objective evaluation - including program revision if called for. Each grantee must show that the possibility of cooperative production has been explored and is or is not appropriate. (Production-Programming Quality)

In general, these recommendations suggest that a nationally integrated effort be undertaken to *develop* and to *improve* broadcast continuing education. It is recommended that the total task be allocated at various levels - nationally, regionally, or individual stations, institutions, agencies, etc. - as best serves any given CE mission. It is held that while there should be sufficient central control to *assure* a truly national program, there should also be a sufficient number of quasi-autonomous elements in the CE structure to *guarantee* that broadcast continuing education is genuinely a public enterprise.

Inherent in these recommendations are all of the specifications and particulars which are spelled out in the body of this paper. The writer believes that the implementation of these recommendations would add considerably to making public broadcasting a significant element in American society.

Respectfully submitted,

Lark O. Daniel

Lark O. Daniel, Ph.D.

Executive Director
Southern Educational
Communications Assn.

Appendix F

The paper presented in this Appendix was prepared by an adult educator who was a member of the program inspection panel. Basing his work on the survey of current materials (Appendix B) and on the inspection of representative materials (Appendices C and D) he refined and expanded the panel's thinking in his paper.

CONTINUING EDUCATION BROADCASTING: AN OVERVIEW

John Ohliger
Assistant professor of
adult education
The Ohio State University

June 19, 1969

TO: National Instructional Television Center
FROM: John Ohliger
RE: Assessment Conference Report

I. What does radio and television presently do in continuing education?

After viewing and listening to portions of more than 85 television and 25 radio programs the conclusion was that, with a few notable exceptions, broadcasting in the area of continuing education is simply broadcast lectures. A microphone or a camera and a microphone are placed in front of a speaker and a program is produced. Sometimes "audio visual aids" are used to add variety.

Criticism was expressed of the categories used by National Instructional Television in surveying the educational broadcasters. They were characterized as lacking logic, being uncoordinated, and overlapping.

In relation to the whole field of continuing education, programming is skewed because of the availability of financing for certain areas such as medicine and business.

II. What the role of radio and television in continuing education ought to be.

Two differing views developed. To oversimplify, one group believed the emphasis should be on preparing broadcasts of the highest quality possible, another group believed the emphasis should be on preparing systems of educational experiences of which the broadcast is one important part.

The nub of the first view is that broadcasts by themselves can be highly educational. It was stated that "To say that a broadcast cannot have a profound, indeed shattering effect on attitudes, insights, and behavior unless it is somehow accompanied by the ministrations of professional educators is, in effect, to deny that mass media shape opinion and increase knowledge all over the world, indeed that they are the most powerful change agents we have. This does not mean that education can't add dimensions to many broadcasts, or that it shouldn't do so. But it is to insist that mass media, all by themselves, do change behaviors, and do educate." The problem is to improve the broadcast quality through vastly increased budgets. Specific series of broadcasts were suggested for teachers, women, on community art and theater. There was a call for greater realism and truth in educational broadcasting.

The second view, and the one which I favor, is that in order to maximize the educational value of broadcasts they need to be combined with other elements. A U.S. Office of Education publication states, "Experience indicates that the most effective uses of television have been in situations where it has been combined with other activities in a total learning situation." The Ford Foundation has concluded, "When their (radio and television) use is significant, it is in combination with other learning resources and experiences, such as monitors and discussion groups, special reading materials and exercises, and correspondence work. Television and radio are seldom effective alone." Proponents of this view call for budgets that would make it possible for broadcasters, educators, and concerned community people to work together in the preparation of broadcast themes, the broadcasts themselves, supplementary printed materials, discussion groups and/or correspondence exercises.

On the general role of public broadcasting it was stated that "the basic justification for non-commercial broadcasting is to serve publics and to seek objectives that cannot or will not be served by commercial broadcasting. This statement, however, is too simple. Much non-commercial broadcasting, although not for profit, still follows the dollar economy; that is, it serves those who will pay for it.

Moreover, all broadcasting must compete in another kind of market - the competition for attention and time. Therefore, the role of what we call public broadcasting must be to serve publics and to seek objectives that neither commercial nor non-commercial broadcasting can or will serve because of the dollar economy (either profit or support), and to help make non-commercial broadcasting good enough to hold its own in the market for attention and time." In this connection it was noted that public broadcasting need not, like commercial broadcasting, attempt to keep the viewer or listener tuned to a single station over a period of several hours. Public broadcasting can engage in highly selected programming for specialized audiences and thus suggest to the viewer or listener that he carefully pick the program he wants to become involved in, view or listen to it, and then turn the set off to discuss it.

III. In terms of these goals, how adequately is public broadcasting serving continuing education?

In a word - "inadequate." The most charitable view was that there was "a very small ratio of smashing successes." By and large, the programming was dull and unimaginative and there were very few examples of broadcasters cooperating with others to present packages that really involved people in experiences that could be truly called educational. The use of discussion groups was minimal following broadcasts. Correspondence study was nil. The involvement of the citizenry in the preparation of broadcasts was practically non-existent. Two shining exceptions to the generally dismal trend were the Great Decisions project and Ya Es Tiempo.

Criticism was also expressed of the miniscule audiences reached by the programs and the fact that most of the broadcasts were beamed at the middle classes. Even when the broadcasts concerned topics of interest to people of lower socio-economic attainment, the broadcasts were about those topics not specifically for those people.

IV. Major considerations and recommendations in obtaining desired goals with emphasis on activities.

Recommendations were made in twelve areas.

1. This first recommendation is the one which I support the most vigorously and believe should get the highest priority. There should be a project, perhaps starting out on a local or regional basis, capitalizing on the powerful nexus of mass media and the small group - a project combining broadcasts with discussion groups following the broadcasts. Hundreds of experiments in over 30 countries in the past 45 years have proven the effectiveness of such a combination in restoring primary communication, overcoming the stultifying effects of modern technology, and establishing participatory democracy. The Corporation for Public Broadcasting could make a unique contribution not only to continuing education but to the future welfare of the whole nation by embarking on such a project. There is a wealth of research literature available to back up any decision the Corporation might make in this area. Over 800 studies, articles, and reports can easily be obtained.

President Nixon has pledged to hold a "nationwide series of town hall conferences," which could be accomplished by such a project as is suggested here.

In this connection it should be noted that the two most important continuing education organizations, the Adult Education Association of the U.S.A. and the National Association for Public School Adult Education, at their fall 1967 conventions both unanimously passed resolutions calling on the Corporation for Public Broadcasting to "give major attention to the public educational utilization aspect of public broadcasting via such techniques as viewing (listening) groups." The resolution also called upon the Corporation to "provide necessary staff and financing to make educational utilization by citizens possible."

The Corporation should be cautioned that the listening group approach which this project embodies is neither inexpensive nor simple to operate. Great results require great efforts. From the beginning such a project needs to be organized on a "systems" basis, that is it must be viewed as an educational whole utilizing a wide variety of integrated components. There needs to be, from the very beginning, a firm cooperative planning arrangement between broadcasters, educators, and concerned community people. Broadcast themes should be decided on by involved groups. Broadcasts themselves should often be prepared with the participation of non-broadcast personnel. Discussion groups require organization. Leaders need training. Supplementary reading

materials for various reading levels should be prepared. Provisions for meaningful feedback from the discussion group participants to the project should be provided for. Any project in this area should have a budget which would make possible the full funding of the above mentioned components, though a great deal of volunteer help would also ordinarily be available.

If the Corporation takes on this project it will be on the way to fulfilling the vision of the potentiality of adult education broadcasting. It is my view that what the Corporation needs most is a project which will further the noble goals of our society. Anything less will be a waste of time and effort. There is no more noble goal in our society than "democracy." This project will help this country to become more democratic at a time when there are many pressures in the opposite direction. In addition this project will be the first example of the sustained application of an approach that has found worthwhile use in many other countries. Canada's Farm Radio Forum and the several successful experiments sponsored by UNESCO immediately come to mind here. The Corporation could find no better investment for its time and money than to develop a listening group project which would make it possible for citizens to improve in action their abilities to make wise political decisions.

2. One element of the above mentioned project - the client preparation of broadcasts - was singled out for special attention. Called "shirt-sleeve broadcasting," it would be especially appropriate for involving such minority groups as Negroes, Indians, Appalachian residents, Puerto Ricans, and Mexican Americans. These groups should be given the opportunity to plan their own programs with professional assistance, but without interference.

3. One difficulty in implementing the first two suggestions was mentioned. There is the problem of the lack of broadcast personnel who have the ability, interest, or experience to work with others cooperatively in the preparation of broadcasts or listening group projects. On the other hand people in the community, including adult educators, lack the propensity to work well with broadcasters. The Corporation should set up training centers where broadcasters, educators, and others could learn to work together cooperatively. In addition fellowships, scholarships, and internships should be provided to people with undeveloped talent in this area.

4. The Corporation should consider ways of overcoming the rapidly developing and frightening "marketing" approach to national politics. Perhaps one of the first three suggestions might be helpful. At any rate it is a problem to which the Corporation should devote serious attention.

5. Literacy training should receive attention. No adequate series exists at the present time. Specific suggestions included embedding the training in an entertainment format and using the lyrics of popular songs for training purposes.

6. A controversy developed over the desirability of presenting broadcasts that provided high school or college credit. Some felt the credit approach deserved a rather high priority, others felt the priority should be the lowest. Those favoring the credit approach cited the great need and the natural desire on the part of participants to be able to present some tangible result of their work to others, particularly employers. They suggested that a national high school or college be set up combining broadcast instruction with correspondence study. Those opposed noted that credit offerings had not been very successful in the past.

7. Radio was singled out for special attention. It is much cheaper to operate and in fact reaches a larger audience than television. It was pointed out that the inexpensiveness of operation has been overestimated. In fact, many educational radio stations stand in dire need of funds. Radio stations could also profit from becoming bolder in their approach to issues. In this connection it was suggested that a special grant be made to Pacifica Radio (KPFA, KPFK, WBAI) because of their excellent reputation for presenting controversial issues.

8. It was pointed out that the combination of radio and television is a largely untapped area. Radio and television could work together to make a massive attack on a particular problem.

9. The cost to participants of supplementary reading materials was considered. Generally it was felt that cost should be based on ability to pay and motivation. For instance, literacy materials should be free of charge, while materials for a modern art course might be relatively expensive. It was also suggested that in certain instances scholarships and fellowships should be offered to viewers and listeners.

10. The Corporation might play a role in coordinating the activities of local stations and producing centers. There is a certain degree of expensive overlapping of programs which could be avoided if the Corporation could become aware of and publicize local station plans for production.

11. There was some feeling that the Corporation should get involved in the distribution of programs, for broadcast as well as non-broadcast purposes. The Corporation might ask for options on non-broadcast rights for programs which it subsidizes.

12. Finally, it was suggested that the station break is a neglected area of potential adult education broadcasting. Single 30 second concept films might be developed which could be used to good advantage throughout the country.

Appendix G

A communications research specialist who was a member of the inspection panel prepared this refinement and expansion of the panel's thinking.

CONTINUING EDUCATION AND THE ELECTRONIC MEDIA OF COMMUNICATION

Harold Mendelsohn
Professor of mass communications
Director of the Communication
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"Educational television is something of a paradox. Part of the greatest sales medium ever developed, it sells nothing. Part of a medium with unequaled ability to attract people to it, it programs for minority audiences (Emphasis supplied). Part of a highly expensive medium which needs the support of more than a billion dollars of advertising money annually, it gets no advertising support and exists on Spartan budgets and a rickety financial structure of gifts and school money. Part of a great entertainment medium, it invites its audience to come not for entertainment, but rather for work. It invites them, not to relax, but rather to stretch their minds in order to capture new ideas and information."

W. Schramm, J. Lyle, I. de Sola Pool.
The People Look at Educational
Television. Stanford: Stanford
 University Press. 1963

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A Dissatisfaction With What Has Been

In attempting to pull together the reactions of the distinguished participants in the N.I.T.C. Assessment Conference on Continuing Education of May 11-14, 1969, one is struck by the consensus of negative reaction that exposure to a sampling of past "continuing education" telecasts and broadcasts evoked. The consensus of negative reaction was near-total, and although it was expressed in a polite and restrained manner, it nevertheless was explicit and clear-cut enough to warrant a serious examination of broadcast efforts that comprise the continuing education (via the electronic media) enterprise in America both in retrospect as well as in prospect.

Generally, conference participants seemed to be concerned that in this instance the past not be a prologue to the future.

In specific terms conference participants reacted negatively to five major aspects of (1) the specific materials that were reviewed; and (2), to electronic continuing education as it is currently practiced in general.

1. Classification.

Although it was evident that some operational classification of current continuing education output was essential to an N.I.T.C. assessment of the state of the art, so to speak, considerable criticism of the criteria as they were reflective of past output was voiced by conferees.

Overall, conference participants considered the criteria and categories N.I.T.C. utilized in its assessment survey to be too confining and limited in scope; too vague and generalized; not mutually exclusive; static rather than dynamic; and generally more inhibiting than enlightening as guidelines for the future.

I am convinced that conference participants (including myself) did not aim this particular set of criticisms against the N.I.T.C. Rather, I believe that the criticisms that were expressed were reflections of the frustrations that normally surface when an attempt is made to define such a vague and elusive concept as "continuing education" in general.

A parenthesis might serve to show that we are not alone when we experience this sense of frustration.

The case in point is Japan. Currently the output of educational television in Japan is divided into three broad classifications:^{1/} "school education," "social education," and "cultural programs."

"School education" programs are designed to prepare students for the future; are produced by professional educators according to curricula developed by the Ministry of Education; and are aimed at students who are involved in the formal institutionalized educational process.

"Social education" fare must help audiences to adjust to their environments; are generally not prepared by professional educators; and are meant for audiences who are not involved in the formal educational process. Moreover, de Vera points out (p. 15) that "social education" programming must conform to three explicitly stated specifications:

"... (1) the audience for which the broadcasting is aimed should be clearly indicated, (2) the content of the broadcasting has to be systematic and continuative as well as instructive and appropriate to such persons, (3) the plans and the content of the broadcasting should be published in advance."

"Cultural" programming is aimed at the public in general and is designed to "enrich" the lives of audiences by presenting a widely divergent bill of fare.

The two latter categories fall within the general rubric of "continuing education."

It will be noted immediately that this Japanese classification system is open to considerable confusion and interpretation, although it attempts to be explicit and mutually exclusive in its categorization.

Observes de Vera (on P. 16):

"Clearly... the three concepts are not totally unrelated or independent. In fact they overlap. Social education has the same audience and subject matter as cultural broadcasting, but it differs from it in organization and continuity. Both characteristics are borrowed from the concept of school broadcasting.

^{1/}

J.M.de Vera. Educational Television in Japan.
Tokyo, Japan and Rutland, Vermont: Sophia University and Chas.
E. Tuttle Co., 1967.

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A telecast, for example dealing with biology could be classified as either cultural, social, or school broadcasting. It would be cultural if it were an isolated or sporadic program intended to provide information regarding biology to a general audience, and in doing so, to raise the cultural level of the viewers. It could also be educational if this particular program is part of a systematic and continuative series. Within the category of educational, it would belong to the school program group if it conforms to the standards of the curriculum provided by the Ministry of Education. Otherwise it would fall under the heading of social education broadcasting."

Anecdotally, de Vera recounts that a Tokyo station rationalized its telecasting of The Untouchables and Dr. Kildare series as falling within both the "social education" and "cultural" rubrics, because they were continuous and they were said to have contributed to Japanese audiences' understanding of American culture and life!

The attempt to develop criteria and classifications for "continuing educational broadcasting" seems to be a particularly frustrating and fruitless one. We should learn to live with operational definitions here, and expend our energies in more promising pursuits.

2. Confusion and neglect regarding target audiences and actual audiences.

The N.I.T.C. survey clearly reflects a rather hazy conceptualization on the part of educational broadcasters of the audiences to which continuing education broadcasts are ordinarily addressed as well as of the audiences who actually attend such offerings. It was evident from the N.I.T.C. study that educational broadcasters simply assume that their educational broadcasts are appropriately congruent with certain educational "needs" of various sub-populations. Once broadcasts are prepared to meet these assumed "needs," those for whom the broadcasts are intended actually tune them in, it is further taken for granted.

The naivete of the two assumptions--namely that one can simply conjure up audience "needs" a priori, and that once fare designed to meet such needs is aired, audiences will automatically tune in--is strikingly painful.

If anything, past research in the mass communications area has taught us that the self-selection process in simple exposure to mass mediated fare--whether it be entertainment or educational--is critical in the impacts that such materials will make upon audiences.

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This observation points to a serious flaw in the current continuing educational broadcasting enterprise--the lack of sound objective research to determine target audiences and their so-called educational needs as well as the neglect to measure actual audiences via established techniques of audience measurement. It is inconceivable that a broadcasting enterprise of any magnitude literally could not provide reasonable objectively derived estimates of both potential and actual audiences for its outputs. Without such measurements there is no way in which realistic assessments of continuing education broadcasting can be made. Until such audience measurements are available, the worth of continuing education broadcasting remains simply a matter of subjective valuation and polemic. More on this critical point will be presented further on in this paper.

Another aspect of audiences to which conference participants reacted negatively was related to the minute, highly selected audiences at which contemporary educational broadcasting seems to be aimed. Given the apparent and urgent educational needs of the nation's "neglected majority"--the school drop-outs or push-outs, the one in seven high schoolers who do not receive a baccalaureate, the economically and culturally disadvantaged, the pre-schoolers, the illiterates, the unemployed and untrained, and our racial and ethnic minorities--the focus of much of the materials that were reviewed in the conference upon essentially dominant middle-class themes, values, and information appeared to be peculiarly irrelevant and fatuous.

It was evident that conference participants were looking to a considerable widening of the audience base (both potentially and actually) for continuing educational broadcasting in the United States.

3. The "go-it-alone" philosophy of continuing educational broadcasting.

A major area of concern voiced by conference participants reflected on the tendency of broadcasters to produce and present educational series on purely an ad hoc, separate, and individualistic basis.

Very little effort to "tie-in" continuing educational broadcasts with other community educational efforts (e.g. discussion groups) was noted. Nor was much attention to the possibility of duplicating and even replicating fare that was already available elsewhere in evidence among the materials to which conferees were exposed.

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Moreover, conferees noted a tendency to produce televised (or radio broadcast) materials that could be better communicated via other means (e.g. radio (or TV as the case may be), print, and even personal lectures). The assumption that any educational material is disseminated most effectively via an electronic medium, so apparent in the materials that were reviewed, is at best one that requires considerable objective examination. At worst it is simply erroneous, if the hundreds of studies showing no statistically significant differences between the achievement levels of persons exposed to similar educational fare via electronic media as compared to more orthodox teaching techniques tell us anything.

The question of whether the electronic media can serve functions that are not merely distributive, raised by conference participants, is worth serious attention. In effect conferees were asking continuing education broadcasters to apply themselves to educational efforts that are uniquely appropriate to treatment and dissemination via the electronic media. Similarly, if I read the reactions of my fellow participants correctly, it was considered meaningful for broadcasters to determine where their particular efforts might serve as effective complements to other primary educational efforts in the community. In other words, it would be well for continuing education broadcasters to determine precisely where on the continuing education spectrum broadcasting has a primary legitimate role to play; where it can best serve in a complementary capacity; and where it really can serve no particularly meaningful function at all.

4. The tendency of producers and station managers to respond to ad hoc situations, pressures and opportunities.

This is a polite way of saying that decision-makers in continuing education broadcasting lack independence and are without a well-thought out integrated strategy plus a program of implementation regarding their viable continuing educational functions in their respective communities. In the absence of either philosophy or well-worked out plans and techniques for implementation, decision-makers adopt a "market-place" orientation and act opportunistically in many instances. That is to say, many decision-makers apparently react favorably to those segments of the community whose interests are limited to themselves and to their immediate constituents and who are willing to put up the money for reaching these selective audiences with selective educational fare. The result is a crazy-quilt of highly specialized and unrelated "educational" programs that are offered on behalf of this or that educational or professional or civic or business

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organization to pre-specified (by the "sponsors"), highly selected, and limited audiences. Under these circumstances broadcast decision-makers do very little more than provide technical know-how plus facilities. In return they receive token financial support. Under such a system, many educational broadcasters do not afford the total community the educational leadership that is expected of them.

This "market-place" orientation into which many educational broadcasters fall quite innocently because they lack substantive financial backing overall is detrimental to continuing education broadcasting generally.

By diverting the attention of decision-makers away from the community as a whole, it focuses their attention instead upon limited and pre-selected problem areas and audiences. By bringing in subject areas of their own private concerns, paying "sponsors" deny a voice to those unorganized and unfinanced segments of the community whose concerns badly need an airing. By limiting its audiences to the very few who might be interested in what interests the "sponsors," this system denies public broadcast outlets the opportunity to build solid well-thought out integrated programming plus the opportunity to attract broad-based audiences that are reflective of the total community.

If private and public community organizations are indeed genuinely interested in facilitating continuing public educational broadcasting, they should contribute to a common fund that will help their community's educational broadcast outlets generally. Otherwise, they should adopt a strict "hands-off" posture with regard to specifying what is to be broadcasted and to whom. It is clear that decision-makers in educational broadcasting have a responsibility here as well. It is in the public's interest that educational broadcasters deny their facilities and air to any group whose interests are strictly selfish and are unrelated to an overall, well-planned, and coordinated program of general continuing education broadcasting.

5. The lack of objectively derived data regarding audience effects and consequences.

The N.I.T.C. survey uncovered still one more serious problem regarding the continuing education broadcast enterprise. Put succinctly we know very little, if anything, about whether and how exposure to continuing education broadcasts affects the awareness and knowledge levels of its audiences in

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any significant ways. Perhaps even more importantly, we know very little, if anything, about the consequences that result from such exposure in terms of changes in the personal lives of audiences as well as the changes that may occur in the communities in which they reside. In other words it is impossible to determine from the N.I.T.C. survey whether or not the majority of audiences actually learn something from the continuing educational broadcasts they may attend, and equally, whether or not the acquisition of such knowledge affects their lives and their communities in any significant ways.

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Continuing Education in Prospect

The five major critiques that participants in the May, 1969 Assessment Conference voiced offer us both an admonition and an opportunity.

On the one hand it is clear that if we continue as we have been we shall be living a delusion and a mockery, and we shall be building ourselves a dangerous snare. The delusion that we are actually doing worthwhile work in continuing education when in fact we are doing otherwise will remain but an empty fantasy. The proliferation of tele-lectures and tele-courses on peripheral subjects such as flower-arranging, calligraphy, boating, French cookery, and the like in these times of serious social and political change, upheaval, and crisis is an embarrassment to all those reasoning minds who see mass communications as a powerful potential instrumentality for coping with the hard problems we face currently as perplexed individuals, as responsible citizens, and as a nation desperately seeking rational guidelines in its efforts to maintain viability.

The trap we build for ourselves translates the delusion as reality and lures us into a false sense of reassurance that we are indeed providing an educational "alternative" to the American public. This ensnarement, unless we manage to release ourselves from the past, threatens to prevent us from dealing with reality in a realistic manner.

And this is our opportunity. Rather than simply going ahead as we have been; or congratulating ourselves on our past successes; or, conversely, harping on our many failures; we should use this occasion to pause and try to visualize future possibilities for continuing educational broadcasting.

To do this we must first look into the primary elements that make up the continuing broadcasting mix--potential and actual audiences, the broadcasters-educator (managers and producers) and the content of continuing educational broadcasts. We cannot simply examine these variables as being autonomous and compartmentalized; but rather, we must examine how they must interrelate with each other to produce a viable functional system.

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Potential and Actual Audiences

Because, as Freud put in his essay on "Civilization and Its Discontents," man is not satisfied to spend a life-time occupying just one single social role, he constantly seeks new experiences that will expand his roles into a multiplicity of functions that will enrich his personality and stretch his social viability. In all societies, whether the individual actively seeks role expansion or not, he develops this multi-faceted role playing by the process of simply growing older. The child becomes an adolescent; the adolescent becomes a young man; the young man eventually turns into a "senior citizen." In modern Western society these processes of socialization and maturation, or, if you will, "continuing education," are abetted by a wide variety of established institutions that facilitate passage out from one role and into another. Schools and colleges, libraries, museums, churches, places of employment, theatres, concert halls, social welfare agencies, government, and the mass media of communication all serve in this continuing life-long process of role expansion.

On one end of the continuing education spectrum small minorities avail themselves of practically all these institutionalized vehicles; on the opposite end, significantly large sub-populations either deny themselves or are denied most of these institutionalized vehicles for the self-development of multiple roles.

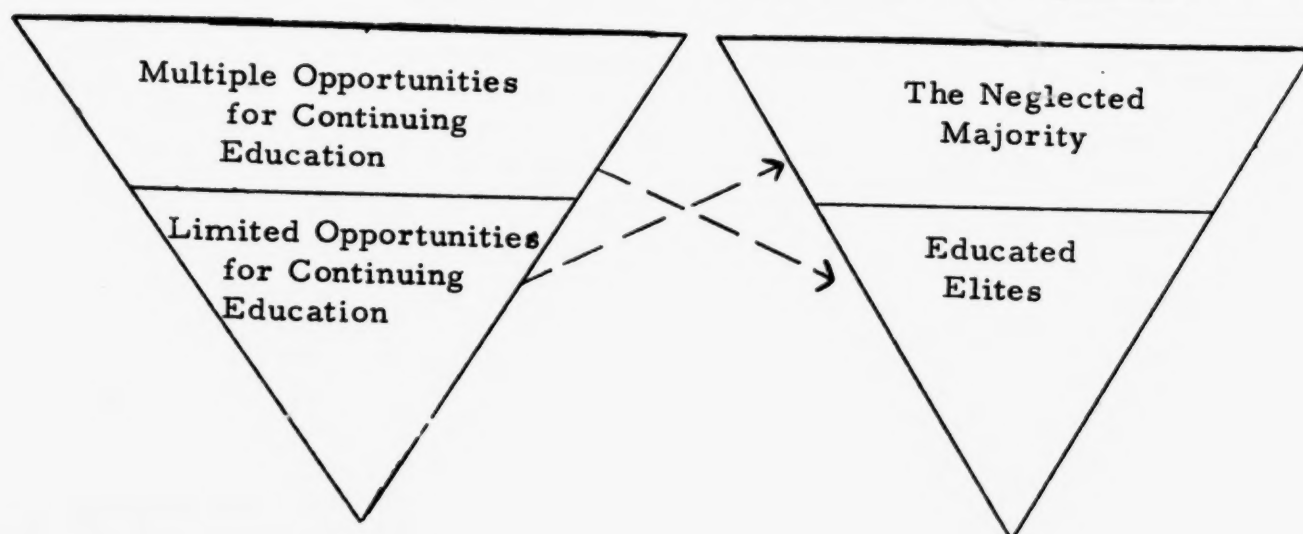
To the catered-to-minority, continuing education broadcasting is simply a matter of convenience. For the neglected majority, continuing education broadcasting has the potential of serving as a vital link in the quest for new societal roles.

At present we are confronted with the dilemma of what I would like to refer to as the inverted pyramids.

Figure 1 shows that those who have the most means (both educationally and financially) are most often served by educational television as well as by other "educational" vehicles. ^{2/}At the same time large groups of non-college trained and non-affluent populations are afforded minimal opportunities for self-development and role-expansion generally, and via the electronic media specifically.

^{2/} See W. E. Schramm, et al. The People Look at Educational Television for viewership figures.

Figure 1. The Dilemma of the Inverted Pyramids



This odd juxtaposition is a reversal of the democratic process which suggests that the comparatively small well-off minority take responsibility for bettering the lives of the less fortunate majority--not the other way around.

I am prepared to propose that continuing educational broadcasting de-emphasize its role expansion services to well-educated and affluent elites. These elites are quite able to afford themselves many available alternative means for self-development in the classical sense of cognitive learning and the acquisition or refinement of specialized skills.

With regard to addressing itself with emphasis to the neglected majority, continuing educational broadcasting would do well to adopt the principle of "critical mass" from physics as a strategic guideline. Socially the principle of critical mass calls for the mobilization of all possible human, technical, and educational resources necessary for making a substantial difference, and the focusing of these resources upon a given problem or a cluster of problems. It is the obligation of continuing educational broadcasting to discern specific primary and complementary roles for itself within the critical mass context, but this cannot be done without first determining the audiences it intends to reach.

It is not suggested that continuing educational broadcasting be directed to the neglected majority alone--ignoring all other sub-groups in the community. To the contrary it is imperative that continuing educational broadcasting accommodate itself to the largest publics possible. On both ends of the population continuum we have either an educationally elitist group or a neglected group. In the middle there is

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another significant sub-group of high-school-educated working people who comprise the bulk of what sociologist Burleigh Gardner has termed the "upper-lower" socio-economic class and the "lower-middle" socio-economic class. This significant grouping in the community cannot be disregarded in future plans for continuing educational broadcasting. However, since it is impossible for continuing educational broadcasting to give equal attention to all publics, it is necessary to set up some system of priorities.

The business of establishing target audience priorities is a very intricate one which does not lend itself to a clean, scientific mode of decision-making. The general pattern for establishing audience priorities is to determine first of all so-called audience "needs" or "wants." But how does one go about finding out what the "needs" or "wants" of potential audiences actually are? There are various means by which--either singly or in combination--one can attempt to ascertain target audience needs--one can rely on one's own observations and experiences; one can "bone-up" by studying and reading; one can consult "experts"; one can try to make "educated guesses"; one can conduct social surveys.

With the exception of the last technique, the usual ways in which audience "needs" are ascertained are woefully subjective and imprecise. Yet, even though they offer a larger degree of objectivity and precision, social surveys do not provide a total resolution of all the problems that are involved in determining target audience needs.

Regardless of their many shortcomings, however, social surveys--designed, conducted, and analyzed by expert social researchers--remain the primary means at hand for establishing target audience needs, and they should be used--with discretion--to set up the kinds of targeting priorities we have been discussing.

Before commitments to large scale targeting social surveys are made, several important caveats are worth noting:

1. Surveys of this sort must be conducted only by qualified social survey specialists.
2. They are expensive, and they take considerable amounts of time to complete.
3. Publics can express "needs" and "wants" on a relative basis only. Thus, current "needs" and "wants" can be expressed only in terms of past experiences,

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and the projection of "needs" and "wants" for the future is mainly a function of current experiences.

Similarly, publics must have alternatives to choose from if they are asked what it is they would want to see or hear.

There is a world of difference in asking, "Would you like to see a series of programs that will teach you how to operate a computer?" and in asking, "Suppose you had your choice of watching three different kinds of programs--one that will teach you how to go about finding a good-paying job; one that will teach you how to operate a computer; and one that tells you how you can learn a new trade and get paid while you are learning this new trade--which one would you choose to watch first; second; third?"

4. "Wants" and "needs" are relative also to a variety of demographic, regional, and psychological characteristics that must be taken into account.
5. The demands of various publics can be better gauged as responses to the advocacy of various alternatives, rather than as singular expressions of individual desires (e.g. "Leading educators contend that what people like yourself want most from television at this time is a course on 'Ancient Mayan Civilization'. What would your reaction to such a television course be?")
6. Even though publics may be stimulated to express their "needs" and "wants" via the social survey process, they have no particular skills in translating these expressions into practical educational broadcast fare. Thus expert interpretation and diagnosis by professional analysts is called for to turn these expressions into practical broadcast actions.

By now it is clear that the determination of the continuing education needs of broadcast audiences is by no means simple. Yet, without some systematic efforts in this quest continuing education broadcasters will persist in being at a loss in attempting to answer critical questions such as, "What audiences are these programs intended for? Why these groups and not others?"

Failure to respond to such questions with little more than subjective visceral sentiments will lead to further embarrassment when decision-makers are asked, "To what extent did the audiences for whom this fare was intended actually attend the programs?"

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Systematic audience research must be viewed as an essential element in all major continuing educational broadcasting efforts. Audience research to determine target priorities; to determine actual attendance; and to assess effects and consequences is sine qua non for the continuing educational broadcasting enterprise. Audience research should be calculated as an essential cost in budgeting for major program series. Additionally, it should be given an independent budgetary status on a national level to carry on non-program related investigations that are generally pertinent to the continuing education process. Perhaps it might prove worthwhile to consider impaneling a consultative body of research experts similar to the Surgeon General's Scientific Advisory Committee on Television and Social Behavior to provide guidance on the conduct of audience research (as well as other critical types of investigations) in the area of continuing education broadcasting.

The Broadcaster-Educator

The individuals who are responsible for broadcasting continuing educational fare are peculiar Janus-like creatures with one head turned to the source of pressure relating to what they ought to be doing educationally, and with the other turned to the potential audiences (or as one conferee aptly put it--to the "clients") for continuing educational materials.

What is expected of the broadcaster-educator today is quite unrealistic actually. In addition to the more mundane duties of administering the rather complex organizations that are today's public broadcasting outlets, the broadcaster-educator is required not only to determine what the continuing educational "needs" of his community are, but he is equally charged with finding (or creating) the resources that are capable of fulfilling these "needs."

It is no wonder that broadcast-educators seek "simple" resolutions to their educational service dilemmas. In doing so they rely heavily upon the advice and guidance of professional educators who offer them "authoritative" guidance with regard to both "educational" needs and the content that ostensibly will serve to meet those needs. This is a perfectly reasonable manner in which problem-laden broadcaster-educators can go about resolving their marginal-man roles in the continuing education process. However, this situation seems to create more problems than it resolves.

Because the broadcaster becomes overly dependent upon the professional educator for guidance and content, and because the contemporary broadcaster is generally not a mass communications theorist or empiricist, his role in continuing education broadcasting more often than not becomes a subordinate one to that of the professional educator. The broadcaster is reduced to simply providing technical know-how, services, and facilities.

On the other hand the ordinary professional educator knows very little about the mass communications process, and he approaches continuing education broadcasting in exactly the same manner as he would the classroom. Using a simplistic behavioristic stimulus-response model, he builds "lessons" around the dynamic of "drive-cue-response-reward" that guides so much of our classroom instruction. The limitations of this prosaic cognitive learning model are too numerous to detail here. What is important to note is that the model is much

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too restrictive to warrant its full-scale uncritical adaptation to the mass communication process. There are many possible types of learning that are far more relevant to mass communications than is the sheer cognitive acquisition of information. For example, the mass media are capable of inducing imitative learning; experiential learning; comprehension; instantaneous learning; and a wide array of incidental learning. But all these types of learning experiences are outside the realm of the simplistic S-R tradition which perceives the electronic media as mere extensions of teaching machines--as merely being "audio-visual aids." The S-R paradigm infers that simple exposure to educational materials via the electronic media is in fact equated with effect. . .all evidence to the contrary notwithstanding.

All this makes much sense to the harried and uncritical broadcaster though. In his need for authoritative rationales that he can easily understand and implement with little complexity the broadcast decision-maker buys the professional educator's package in toto, and then becomes stuck with it.

If there is to be change in continuing education broadcasting, it seems to me that the decision-makers in broadcasting must be freed from their near exclusive dependance upon the professional educators as counselors and authorities. Rather than serving ancillary functions, the broadcaster-educator must begin to serve independent primary functions as viable links between what is actually needed in the community and the resources that are available for meeting these needs. An analogy that might be useful here is the managing editor of a newspaper. The effective newspaper managing editor is extremely sensitized to the needs of his community and of his readers, and he uses a complex myriad of resources (i.e. staff reporters and feature writers, wire services, syndicated columnists, editorial writers, cartoonists) to supply a variety of information to his readers.

It is apparent that two conditions must be met if the role of the broadcaster-educator is to be upgraded and rendered more independent. First, he must be better-trained to scan his environment for realistic needs and to translate educational problems into effective mass communications vehicles. In particular he needs more and better training in the arts, the social sciences, and in the mass communications process. The suggestion for providing training fellowships in this area is an excellent one, and should be implemented. The steps already taken in this direction by the Public Broadcasting Corporation reflect a responsible first effort. There should be far more extensive efforts of this sort in the future.

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Secondly, the broadcaster-educator must learn to rely on individuals other than professional educators alone for guidance and counsel. Ideally, he should be able to avail himself of the intellectual and humanistic insights of writers, journalists, painters, musicians, politicians, social scientists, and architects and designers as well as the ordinary guy on the street for the purpose of idea stimulation and implementation as they relate to continuing education broadcasting. Paradoxically, it might well be that those who are in the greatest need for continuing education are those very persons who have the responsibility for presenting such fare on the air.

Like it or not the broadcaster-educator must assume a role of leadership and educational advocacy in his community. He must stand up for positive public educational values that stem from broad-based actual community needs and be able to present and defend his advocacy against all the vested interests that seek to mitigate his independence and leadership. Obviously, this is a full-time job that cannot be parceled-out haphazardly in bits and snatches. If continuing educational broadcasting is to take on any significance in the future, it requires the full-time attention of bright, well-trained, imaginative, independent-minded executives and staffs who are encumbered by nothing else other than the performance of the scanning, linkage, and implementation operations that have been discussed.

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The Content of Continuing Education Broadcasts

In reviewing past efforts in continuing education broadcasting it is apparent that content in this area reflects a helter-skelter ad hoc orientation that is devoid of long-range planning in terms of explicit objectives and priorities; that lacks co-ordination; that shows very little experimentation and innovation; that is repetitive and duplicative; that reveals little relevance to realistic needs; and that is dull and generally uninteresting in overall character.

What one communicates via the mass media is a function of for whom that content is intended and the purposes it is to serve. This calls for a determination of content priorities that are linked directly to target audience priorities and to explicitly spelled-out overall and short-range continuing educational goals.

Where we have some modes of determining target audience priorities more or less objectively, the initial determination of content priorities remains a more or less intuitive one. Thus, the best we can do is to diagnose target audience needs as well as we are able to at first, and then to develop content that we consider appropriate to these requisites. It is only after this initial phase that it becomes possible to inject a more objective orientation to content via the experimentation route. Here, it is quite possible for controlled experiments with variable content directed to samplings of target audiences to be conducted in order to determine how effective varying content approaches may actually be. This technique of "pre-testing"--used as standard procedure in commercial mass communications efforts--is extremely helpful in determining content strengths and weaknesses of differing content treatments well before major commitments of time, effort, and funds are made to one or another content area a priori. Again, it is difficult to envisage a viable continuing education broadcasting system that does not include a realistic, well-budgeted, and professionalized pre-testing operation.

Although pre-testing can serve as guidelines to content treatment, it cannot help very much in the initial development of content. This still remains in the realm of imaginative idea generation and juxtaposition that is so frequently referred to as the creative process.

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In the area of continuing education broadcasting the creative process need not occur simply as a result of momentary subjective flashes of inspiration. It can be quite rational and systematic, albeit unscientific.

Let us see how it is possible to stimulate ideas relating to continuing educational broadcast content by offering a few suggestions. The suggestions are meant to be illustrative primarily and to be substantive secondarily. By no means are they designed to be exhaustive, nor are they considered to be the only directions that continuing educational broadcasting might pursue. I am attempting to make a series of suggestions regarding content for continuing educational broadcasting in a manner that will illustrate the way in which systematic idea stimulation can be generated.

The approach I take is based on a series of interrelated assumptions and empirical (not scientific) observations. Let us quickly outline one creative stimulation exercise that is possible. It is hoped that the reader will develop his own creative stimulation exercises as he proceeds along with this one example.

Assumption 1. Continuing education has three major tasks to perform--(1) To link clients (or audiences) with their past, (2) To accommodate them to their present, and (3) To prepare them for the future.

Assumption 2. In order that these three objectives be accomplished clients (or audiences) who are exposed to continuing educational fare must: (1) Develop awareness, (2) Acquire and refine information and understanding, (3) Acquire and refine skills, (4) Develop and refine values, attitudes, sentiments, and opinions, and (5) Translate all these into behaviors and actions of consequence to themselves and to their communities.

Observation 1. In contemporary post-industrial America, we are experiencing a convulsive transition out of a social order which was sustained by centuries-old institutions into a new, unchartered, and unexplored social order which to this date remains undefined. It is small wonder that this transition is not smooth and uneventful.

Observation 2. During this transition process individuals experience a good deal of anomie (i.e. a sense of powerlessness in the face of the breaking up of sustaining traditional norms).

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In the face of anomie, individuals begin to turn inwardly (what Reisman terms inner-directedness) for guidance and eschews institutional guidelines for resolving their problems. Yet, most of these problems cannot be resolved on an individualistic basis alone.

Observation 3. The mass media in general, as one institutionalized vehicle for continuing education, ordinarily have been presenting the manifest symptoms of this societal transition phenomenon without relating them to their etiology and without offering solutions. This probably tends more to exacerbate rather than to ameliorate the societal malaise that seems to be plaguing the land. We cannot hope to resolve our overwhelming societal problems by turning ever more inward.

Assumption 3. The utilization of the public broadcasting sector of the mass communications enterprise to present the societal transitional phenomenon fully in terms of problems, background, and causality, analytic interpretation, and societal mechanisms for resolution can prove to be a truly vital continuing education alternative of enormous consequence.

Assumption 4. In order to realize an effective broadcast educational thrust in this area it is essential to develop at least two principal organizing themes around which corollary themes with wide variations can be structured secondarily.

One principal organizing theme refers to Man and His Physical and Social Environments. The other refers to Man and His Changing Institutions. Immediately it is apparent that the two principal organizing themes intersect at many points. Yet in many instances they are quite independent of each other.

The opportunities for content variations on the two principal themes are infinite, thereby affording a needed measure of flexibility, freshness, and salience in their possible promulgation. For example, within the Man and His Physical and Social Environments rubric one can develop sub-themes relating to the aesthetic qualities of our persons, our fashions, our homes; to the variations of cultures, socio-economic classes, and religions that mesh into our communal mosaics; to the aesthetics (and lack of aesthetics) of the physical urban environment; to the need for protecting and conserving our natural resources; to the better comprehension of extra-territorial exploration and outer space phenomena.

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Within the principal thematic category of Man and His Changing Social Institutions it is possible to envisage sub-themes on the evolution, nature and functioning of our major economic, social and political institutions; on the changes that have taken place, are taking place, and no doubt will take place in these institutions as well as in those of the family, religion, and education; on the possibilities of developing new institutional forms to cope with our post-industrial society; on the manipulation of institutional forms (John Gardners' notion of self-renewal) to achieve overall societal change that will benefit all.

Observation 4. Although much attention is paid by middle-class Americans to the acquisition of a variety of skills ranging from playing bridge to the proper operation of electric carving knives, they have not been concerned with the acquisition of those skills that are necessary to develop and sustain beautiful and tranquil physical and social environments as well as those skills that are needed to cope with those dysfunctional institutions that are undergoing changes.

For non-middle class Americans the acquisition of skills relating to their full participation in an America that is peaceful, beautiful and institutionally functional is essential beyond a doubt.

Assumption 5. Programming that is related to the two principal themes discussed above should meet most of the conditions for viable continuing education broadcasting. First of all it would serve as a meaningful educational alternative. Second, it would reflect pre-planning, explicit statement of goals, and co-ordinated effort. Third, it would be addressed to a wide spectrum of audiences. Fourth, it would be salient to the times and pertinent to the concerns of many different publics. Fifth, it would be concerned with developing audience understanding, motivation, and disposition to positive action in addition to the simple acquisition of information. Sixth, it would provide skills that would be of meaningful consequence to individuals, groups, and communities.

At this point it might be worth noting that the determination of content priorities for continuing educational broadcasting need not necessarily be casual and haphazardly ad hoc. On the other hand it need not be locked-in to any one particular orientation to the near exclusion of all other possibilities.

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Above all, continuing education broadcasting should be experimental and innovative in its content treatments and presentations. It should be courageously avant garde without fear of failure.

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Continuing Education as a Process

It is my opinion that the continuing education broadcasting enterprise should conceive of itself as but one of many interventions in the continuing maturation process of its audiences. This process has a dynamic of its own. It has no specific point of beginning or ending. As one among many interventions, continuing educational broadcasting cannot hope to make significant impacts alone unless it constitutes itself as a major independent educational force in its own right. This it can do only if it exerts a tremendously costly and time consuming effort to establish itself as a unique educational alternative in our society. I have touched on some of the more manifest problems that are involved in such an effort. Obviously, there are many others.

The other alternative is for continuing educational broadcasting to realize that it can play only a complementary educational role in this on-going process. Even in such a realization, continuing educational broadcasting is obliged to go about its business in as rational and systematic way as it possibly can.

No matter which course it takes, continuing education broadcasting must be audience-oriented in its thrust.

Rather than concerning itself with what the media do to their audiences, educational broadcasting should be concerned with the manner in which the audiences use the media for self-development and role expansion. Rather than requiring audiences to make sacrifices of time, energy, and money to attend continuing educational broadcasts, attendance should be facilitated in all possible ways (including "scholarships" for viewers and listeners where necessary). Rather than superimposing pre-digested fare from the "outside," target audiences should be involved in ascertaining objectives and content to the fullest possible extent.

Above all, it is imperative for continuing educational broadcasting to acknowledge its primary linkage function in bringing together those who have real "needs" for continuing education and those who best can provide for those needs via the electronic media. How well continuing educational broadcasting accomplishes this remains to be seen.

Appendix H

CONTINUING EDUCATION
IN THE
UNITED STATES

This Appendix summarizes the salient features of continuing education by examining its general characteristics, participating individuals and institutions, and its content and methods of study. This summary of continuing education is intended to provide a context for this investigation of continuing public education broadcasting. The Appendix is based on the National Opinion Research Center's final report of its 1961-62 inquiry into the nature of adult education, more recent literature and additional information supplied by Eugene I. Johnson, professor of adult education, University of Georgia.

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I

CHARACTERISTICS OF CONTINUING EDUCATION

A totally adequate and accurate definition of continuing education is not possible. There is not even a common conceptual framework within which continuing education data can be gathered and analyzed. All that follows, therefore, is offered not as a definitive statement but as a guide to understanding.

General Considerations

Continuing or adult education is as inclusive, as non-framable, as life itself. It directs its resources to virtually every adult need and interest. It is increasingly concerned with the effectiveness and the quality of life in the many different kinds of societal units in which contemporary man lives--the neighborhood, the community, the municipality, the metropolitan area, the region, the State and the Nation itself. It seeks to increase the effectiveness of the great number of specialized organizations, institutions and agencies that modern urban society spawns.

How does one describe, define, measure and analyze a field this complex and encompassing? It defies precise measurement; it stifles analysis and it makes irrelevant the neat categories invented for research and organization. There are no completely adequate studies of the field and no sure guides to its future development. The fragmentary studies that exist (some more extensive than others) together capture various segments or indicate elements that thread their way through all the fragments. Together they constitute a mosaic of continuing education.(1) No one can say with finality how good or how bad the composite picture is, for any attempt to describe continuing education today is somewhat like an attempt to analyze the atmosphere of the earth. Continuing education is simply there; and because it is we seek to understand its nature and scope and to strengthen its benevolent influence on our lives.

Continuing education springs from the variety of experiences, needs and interests the adult faces as he moves through life. It is usually related to adult developmental tasks or social roles. (2) Some of the more common social roles or developmental tasks concern home and family life, consumer education, education for the aging, health education, education for recreational pursuits, public affairs education (particularly education for public responsibility) and education for personal development (particularly in the liberal arts and humanities). In his personal development, an individual must acquire the skills and knowledge essential for a job at which he can earn a living. Later in life he must learn new skills as he seeks a promotion or a different job. Similarly he needs new knowledge when he marries, begins to raise a family, confronts the changes that come with departure of his children, with his physical condition or with the reality of retirement. Social roles, on the other hand, grow out of societal demands for an effective citizen, a wise consumer, a good family member.

While development of tasks and social roles often overlap or coincide, they represent two different but useful ways of looking at the panorama of the educational needs and interests of adults. Furthermore, these developmental tasks and social roles vary greatly in their specific cast from time to time as new conditions present new opportunities and challenges.

Essential Meaning

As has been indicated, a universally accepted definition of adult/continuing education does not exist. Yet a number of attempts have been made to state its essential meaning. Because these statements tend to clarify the term, several are presented below.

Malcolm Knowles suggests:

The term 'adult education' is used to convey three meanings. In its broadest meaning it describes the *process* by which men and women continue learning after their formal schooling is completed. In this sense it includes all forms of experience--reading, listening, traveling and conversing--that are engaged in by mature people for the purpose of learning. In its more technical meaning, 'adult education'

describes a set of *organized activities* for mature men and women carried on by a wide variety of institutions for the accomplishment of specific educational objectives. In this sense it encompasses organized classes, study groups, lecture series, workshops, conferences, planned reading programs, guided discussions and correspondence courses... A third meaning combines all the processes and activities of adult education into the idea of a movement or field. In this sense 'adult education' brings together into a definable social system all the individuals, institutions, and associations concerned with the improvement of the methods and materials of adult learning, the extension of opportunities for adults to learn, and the advancement of the general level of our culture.(3)

Lawrence Frank writes:

'Adult education' may be regarded as a social invention peculiarly appropriate to our times, offering ways whereby adults can be helped to recognize the necessity for large scale changes and to undertake the laborious task of examining, clarifying, and deciding the ways in which they will, as adults, accept the responsibility for renewing our culture and reorienting our social order Adult education may be regarded as the unique resource of a free social order to carry on the functions of self-criticism, self-regulation and self-repair. When thus approached, adult education may be regarded as a self-conscious awareness that our cultural traditions and our social order have been historically developed and can and must be guided more surely and effectively toward our enduring goal values, the belief in the worth of the individual personality and the conviction of human dignity.(4)

Jerome Ziegler writes:

Consider what the term 'adult education' now includes: the credit and noncredit or 'informal' courses at all institutions of higher education open to adults; programs of the public schools, evening high schools and junior colleges; the secretarial and vocational work offered at commercial schools; the technical and management courses given by technical institutes and professional graduate schools as well as by business,

religious, fraternal, professional and public affairs organizations, associations and clubs; the religious education, public affairs forums and creative art courses to be found in many churches and synagogues; the lectures, films, discussion groups, art fairs and music festivals offered by public libraries, museums, and other civic insitutions; the home demonstration and technical-agricultural work provided by the Cooperative (Agricultural) Extension Service; the courses offered by government agencies and the armed forces to government employees (and others); the field of community development; education by television; the commercial correspondence schools and home-study departments of many universities; and finally, the enormous and increasing amount of independent self-study or self-education.(5)

Ziegler also offers this:

Until about ten years ago, the education of mature persons or of persons who had at least finished high school was termed 'adult education'. The term has been used to include the widest range of educational, recreational and hobby activities for anyone not in daytime public school. The change in concept was from 'adult education' to 'continuing education'. The new term expresses an understanding of education as a process -- something different from the former notion of education compartmentalized.(6)

II

PARTICIPATING INDIVIDUALS AND INSTITUTIONS

Any consideration of participation in continuing education must take into account individual adults using available services, institutions which offer continuing education opportunities and agencies that supply financial support. In spite of the increasing amount of independent self-study or self-education it is a combination of the learner, the educating and the financing institution that makes continuing education what it is.

It is impossible to cite any reliable figures on the number of adults who participate in some form of continuing education. Ambiguities regarding total audiences are caused by the absence of a uniform information-gathering system. Hence all estimates are based on samples or total enrollments in limited fields. In 1961-62 the report of the National Opinion Research Center by Johnstone and Rivera projected from a representative sample 25 million continuing education participants.(7) The survey estimated that 61 percent of the nation's adults were involved in learning activities (skills, knowledge, information) at some time during their lives after formal schooling had been completed. Some specialists put the 1969 total figure at 50 million participating adults. Specialists also insist that the 1962 participant typified one kind of adult interest in learning while the 1969 participant typifies in part a different kind of interest created by unmeasured trends and forces now reshaping some of the purposes of continuing education.(8)

The Participating Adult in 1962

The 1962 National Opinion Research Center survey presented a picture of the participant that has been corroborated by other work. At that time clear distinctions between participants and non-participants were evident in age, amount of education, occupation and place of residence. Johnstone's "typical" 1962 participant was:

. . . just as often a woman as a man, is typically under forty, has completed high school or better, enjoys an above-average income, works full-time and most often in a white collar occupation, is typically white and Protestant, is married and a parent, lives in an

urbanized area (more likely in the suburbs than in a large city), and is found in all parts of the country but more frequently on the West Coast than would be expected by chance.(9)

Johnstone further determined that the 1962 participant was primarily involved for occupational reasons. Mainly, participants were motivated by "...preparation for new jobs, advancement in present jobs, relationships with other people, and changes in the status or composition of their families".(10) Knowles states the reason for participation more generally: "The reason an adult enters into education is to be able to better deal with some life problem about which he feels inadequate now."(11) Those with a willingness to work and the ability to accept change were most stimulated toward participation. There was also a strong relationship between interest in learning and prior educational achievement. Forty-seven percent of those involved in continuing education had attended school for more than 16 years while only four percent had no formal schooling. The median age of the participants was 36.5 years. There was a continuous and accelerating decrease in learning interest with an increase in age.

Thus, in 1962 the adult who participated in continuing education was, for the most part, a member of the American middle or upper class. However, there were indications in 1962 that Americans at lower socio-economic levels would turn to continuing education increasingly as they sought opportunities to improve their condition.

The Participating Adult in 1969

There is very little precise information available on who is participating currently. Because middle class participation has remained and because other subpopulations are turning to continuing education, it is expected that the percentage of involved adults will continue to increase. Growing involvement by women, senior citizens, professional people and disadvantaged minorities is anticipated.

For the middle and upper classes, continuing education continues as an established and expected service -- a matter of convenience. Thus, Johnstone's "typical" 1962 participant

remains and will remain. He will continue for the most part to involve himself to acquire information and skills, and his needs will increasingly concern his search for ways and means with which to cope with this sometimes dizzying age.

On the other hand, adults of large subpopulations -- the upper-lower or the lower-middle levels of society, the under-educated, the urban and rural poor, the culturally disadvantaged -- are apparently turning in increasing numbers to continuing education as a vital link in their quest for new societal roles. The undereducated urban and rural adult now comprises as much as 15 percent of the total adult population. Of the more than 80 million rural Americans, one in four lives below the poverty level.

This adult has been described as

poor economically and in terms of motivation and confidence. He is below average in aptitude to learn academic subjects and his excessive failures lead to discouragement and resignation to his fate. (12)

In the past five years, however, he has been vigorously recruited by continuing education forces. His leaders are aggressively urging him to participate in strong programs in adult, vocational and basic education. Increasingly he has more leisure time. These factors, coupled with his own desire for economic advancement and social equality, are motivating him to participate in continuing education. Most specialists agree that this potential audience represents a singularly crucial problem for continuing education.

Educating Institutions

Many different kinds of institutions provide opportunities for continuing education for a variety of purposes. The variety of institutional involvement is captured by Ziegler on page H-5. Traditionally institutions providing adult or continuing education are divided into *those whose primary purpose is education or those with another primary purpose that engage in use of educational activities*. Public schools, colleges and universities, area vocational schools (which often serve as

community or junior colleges) and public libraries constitute for the most part the first category.(13) In the second category, the most common institutions are proprietary schools, churches, voluntary national agencies such as the Girl Scouts or the American Cancer Society, business and industrial complexes, government agencies, labor unions, the Armed Forces, museums, social agencies and the whole range of professional groups and societies.

Some institutions are vigorously adapting to confront new challenges and needs, but for the most part only in areas where they have specific concerns. For instance, the Armed Forces are working with undereducated and illiterate men to elevate them to induction standards, correctional institutions are shifting from punishment to rehabilitation, and professional groups are establishing special units to assure members continuing education opportunities.

Recognizing the need for community-wide attention to continuing education, some public and private institutions are attempting to revitalize and expand their roles. For instance, community colleges are moving quickly into continuing education programs designed as a response to crucial community problems. In spite of this heightened activity there is increasing anxiety about the adequacy of these institutions. Some specialists feel that only small minorities will ever be in a position to avail themselves of existing institutional programs while large sub-populations will be denied opportunities for an educational fulfillment that may be crucial to this nation. There is little doubt that continuing education must play a major role in providing these opportunities. Whether established institutions can be turned or can turn to meet this challenge is problematic.

Financing Institutions

The capability of these institutions to serve all adults depends upon financial support from many agencies. Major foundations and government agencies, particularly several within the federal government, provide a great deal of fiscal support. Foundations, always leaders in changing established patterns or developing new ones, have indicated willingness to help create new means to confront new challenges in continuing education. While Federal and State agencies for the most part

support existing programs or help develop new programs within existing agencies, there is evidence that government will be most willing to support any program or agency-- existing or not-- that gives hope of meaningful results.

Current Federal impact on continuing education cannot be overemphasized. It is too present and too important. The Adult Education Association of the USA reports that more than 200 federally-supported programs have relevance in adult or continuing education.(14) These programs reach millions of people at an annual cost of more than one billion dollars.

Some of the more significant programs are

. . . The Adult Education Act of 1966 which provides formula grants to states for support of adult basic education. The grants now approach \$60 million dollars annually.

. . . Title I of the Higher Education Act of 1965, sometimes called the Community Service and Extension Act.

. . . Title VIII of the Housing and Urban Development Act of 1964 which provides funds for training local government officials and personnel associated with community development work.

. . . The Vocational Training Act, administered by USOE and the Manpower Development Program of the Department of Labor.

. . . The Regional Medical Program of the Public Health Service which channels funds into health services planning as well as continuing medical education.

. . . The Cooperative Extension Service, the oldest and best established of all the federally-assisted programs.

. . . The National Endowment for the Humanities which has made extensive grants to continuing education agencies.

. . . Department of Justice assistance to state and local governments for training law enforcement personnel.

. . . Project Transition of the Armed Forces which provides counseling and training for men and women at the point of leaving military service.

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. . . The Administration on Aging that supports grants for education and research.

. . . Operation 100,000 in which the Armed Forces seek each year to rehabilitate through education and other means men who fail to meet the standards of the military service.

. . . The many programs of the Office of Economic Opportunity; for instance, the Job Corps program has been particularly concerned with training youth 18 to 25 years of age in both rural and urban settings.

III

CONTENT AND STUDY METHODS

This section considers what and how adults study and broadcasting's role in both areas.

Content

Research indicates that "major emphasis in adult learning is on the practical rather than the academic; on the applied rather than the theoretical; and on skills rather than on knowledge or information." (15) This emphasis is true also of learning through the mass media where "participants favor professional-centered or vocational-centered continuing education instruction." (16) It is as varied as the participating individuals and their goals. For 1962 Johnstone reported continuing education programs as "primarily non-credit in nature with subject matter that is overwhelmingly non-academic." (17) Other research corroborates this finding. The following table from Johnstone's work details his findings regarding content:

Table 1

Types of Subject Matter Studied
Through Adult Education Methods (18)

Category	Percent of Total Courses
Vocational (including professional)	32
Hobbies and Recreation	19
General Education	12
Religion	12
Home and Family Life	12
Personal Development	5
Public Affairs & Current Events	3
Agriculture	1
Miscellaneous	3

Johnstone also indicated that more and more, adults were engaging in independent learning activities. He reported 2,224 courses being studied independently by an estimated 8,960,000 persons with "learning efforts in the home and family life area being undertaken independently more often than with instruction." (19)

"The organizing principle for the curriculum of continuing education involves problem areas rather than specific subject area categories," reported Knowles. (20) Thus, most university extension programs place greatest emphasis on professional development, cultural growth, citizen responsibility and urban affairs.

There is little reason to think these emphases will change substantially for the average middle class participant in the immediate future. However, the participant with socioeconomic problems and his goals has forced the development of a number of basic adult education programs across the nation. Particularly active in establishing these basic education programs is the U.S. Office of Education which is operating through regional and state agencies. For instance, the Southern Regional Education Board has just received grants totaling \$700,000 for a six-state program directed at remedying the problems of adult literacy and reducing the number of undereducated adults in the participating states. The grants from the U.S. Office of Education are financing the first year of a \$2.1 million three-year program.

Study Methods

Those who participate in continuing education in the United States do so through a variety of means -- from attending classes to listening to radio. Typically, no single method of study is used; rather a combination of many methods. Methods of study used in adult education for different kinds of subject matter were analyzed by Johnstone. The two tables below represent his findings.

Table 2
METHODS OF STUDY IN ADULT EDUCATION COURSES(21)

Method of Study	Total Courses Reported	Per Cent	Estimated Number of Courses Studied by This Method	Total Persons Who Reported Courses	Estimated Number of Different Persons Who Studied Courses by This Method
a. Courses in Which Instruction Was Received					
Attended classes	2,528	56.2	12,730,000	2,076	10,450,000
Attended group discussions	486	10.8	2,450,000	457	2,300,000
Attended lectures or talks	471	10.5	2,380,000	439	2,220,000
Correspondence study	377	8.4	1,900,000	347	1,750,000
Private teachers	351	7.8	1,770,000	332	1,670,000
On-the-job training	347	7.7	1,740,000	335	1,680,000
Educational television	68	1.5	340,000	59	290,000
All other methods	17	0.4	*	9	*
Total	4,497†	103.3†	22,650,000†	3,534†	17,160,000†
Information not given	173				
Total	4,670				
b. Courses in Which No Instruction Was Received					
Total independent study	2,224	100	11,020,000	1,808	8,960,000
c. Total of All Methods					
Total	6,894	100	33,670,000	4,724†	23,020,000†

* Too few to estimate.

† Does not total 100 per cent (or the sum of the figures in the column) because some courses were studied by more than one method.

Table 3
METHODS OF STUDY FOR DIFFERENT TYPES OF SUBJECT MATTER(22)

Method of Study	Type of Subject Matter								
	General Education (Per Cent)	Vocational Subjects (Per Cent)	Agriculture (Per Cent)	Hobbies and Recreation (Per Cent)	Home and Family (Per Cent)	Personal Development (Per Cent)	Religion (Per Cent)	Public Affairs (Per Cent)	All Other (Per Cent)
Attended classes	44	42	16	34	26	45	40	26	28
Self-education	40	25	59	43	59	30	13	23	15
Discussion groups	2	3	10	2	8	7	30	16	3
Talks or lectures	3	8	10	1	6	8	12	30	8
Correspondence	8	10	*	2	1	6	2	3	16
Private teacher	1	1	3	18	1	1	5	*	24
Educational TV	2	*	*	*	*	6	*	6	1
On-the-job training	1	14	3	*	1	1	*	1	7
All other methods	*	*	*	*	*	*	*	*	*
Total	101†	103†	101†	100	102†	104†	102†	105†	102†
Number of courses for which information was available	841	2,166	73	1,296	785	353	790	227	190

* Less than 1 per cent.

† Does not total 100 per cent because some courses were studied by more than one method.

Johnstone also reported that 56.2 percent of those pursuing continuing education worked in classroom settings in institutions whose primary function was not formal education. He further reported that almost one-half of the courses were offered in churches, YMCA's and community centers, or through private businesses and government agencies. Specialists agree that this is still usually the pattern.

In continuing education, method is structured to promote an environment suitable to what and how adults want to learn. Research indicates that adults "seem to prefer formal methods of study rather than informal ones ... older adults showed a relatively greater tendency to choose both private instruction and home study methods." (23) An audience survey by the University of California indicated that individuals under 45 were more inclined to prefer formal class meetings. Preference for formal instruction was greater among those whose education terminated with high school than among those who had completed college. Men tend to be concerned with the prestige the participating institution enjoys in the community. Individuals of lower socio-economic groups are reluctant to be part of formal learning situations. This group finds the secondary school environment more attractive than that of the university.

Mass Media

No consideration of the content and the methodology of continuing education in the United States can be presented without some description of the use of mass media. For the mass media, from television to direct mail, are increasingly mentioned as one of the most promising means, often in combination with other methods and often alone, of extending the influences of continuing education. While many continuing education specialists are cautious regarding use of mass media, most, including some of the very cautious, are convinced that meaningfully used mass media can have great impact, particularly with adults at the lower socio-economic level.

In a 1968 study, it was determined that about two-thirds (67.5 percent) of all continuing education offerings via mass media (television, radio, newspapers, magazines and direct mail) were designed to disseminate information, about one-fourth taught skills, and the remainder were concerned with increasing the knowledge of adult learners. In each of these categories television was the dominant medium.

Table 4

CONTINUING EDUCATION INSTRUCTION AS CLASSIFIED
BY METHOD, PURPOSE AND DEVICE FROM JANUARY, 1962,
TO JULY, 1967, ACCORDING TO THE PERCENTAGE* OF
COURSE OFFERINGS (24)

	Method											
	Individual			Individual-Group			Group			Community		
	Purpose											
	Information	Skills	Knowledge	Information	Skills	Knowledge	Information	Skills	Knowledge	Information	Skills	Knowledge
Television	46.6	14.2	4.4	7.0	5.1	2.3	4.6	3.0	.5	.1		.2
Radio	2.9	.2		.5			3.4			.4		
Newspapers	.1			.3	.4							
Magazines	.2	.4							.3			
Direct Mail	.5		.7	.9	.1							
Total	50.3	14.8	5.1	8.7	5.6	2.3	8.0	3.0	.8	.5		.2

*Percent is based on the total of 1,244 course offerings.

On the basis of audience size, 290,000 adults were estimated to be using educational television in 1961-62. (See Table 2, p. H-15). In 1968 Everly estimated nearly 1.2 million using broadcasting. The table below shows percent of adult participants using the various mass media.

Table 5

CONTINUING EDUCATION INSTRUCTION AS CLASSIFIED BY METHOD, PURPOSE AND DEVICE FROM JANUARY, 1962, TO JULY, 1967, ACCORDING TO THE PERCENTAGE* OF PARTICIPANTS (25)

	METHOD												
	Individual			Individual-Group			Group			Community			Total
	Information	Skills	Knowledge	Information	Skills	Knowledge	Information	Skills	Knowledge	Information	Skills	Knowledge	
Television	35.1	7.1	.7	9.4	5.2	.1	3.9	2.3	.1			.6	64.5
Radio	.3						5.6			.1			6.0
Newspapers				.7									.7
Magazines	2.1	19.7							5.7				27.5
Direct Mail	.1		1.1	.1									1.3
Total	37.6	26.8	1.8	10.2	5.2	.1	9.5	2.3	5.8	.1		.6	100.0

*Percentage based on total of 1,685,058 participants.

FOOTNOTES

- (1) Jack Botwinick, *Cognitive Processes in Maturity and Old Age* (New York: Springer Publishing Co., 1967).
- (2) Hobart W. Burns (ed.), *Sociological Backgrounds of Adult Education* (Chicago: CSLEA, 1964).
- (3) Malcolm Knowles, *The Adult Education Movement in the U.S.* (New York: Holt, Rinehart, and Winston, Inc., 1962), pp. v-vi.
- (4) Lawrence K. Frank, "What Is Adult Education: Nine 'Working Definitions'," *Adult Education V* (Spring, 1955), p. 144.
- (5) Jerome Ziegler, "Continuing Education in the University," *The Contemporary University, USA*. Robert S. Morison (ed.), (Boston: Houghton, Mifflin Co., 1966), pp. 130-132.
- (6) Ziegler, "Continuing Education in the University," pp. 135-136.
- (7) John W. C. Johnstone and Ramon J. Rivera, *Volunteers for Learning* (Chicago: Aldine Publishing Co., 1965), p. 1.
- (8) A. A. Liveright, *A Study of Adult Education in the U.S.* (Boston: CSLEA, 1968).
- (9) Johnstone and Rivera, *Volunteers for Learning*, p. 8.
- (10) Johnstone and Rivera, *Volunteers for Learning*, p. 10.
- (11) Malcolm S. Knowles, "Androgogy, Not Pedagogy" in *Adult Leadership* (April, 1968), p. 4.
- (12) Curtis Ulmer, *Teaching the Disadvantaged Adult* (University of Georgia, December, 1968), p. 15.
- (13) Malcolm Knowles (ed.), *Handbook of Adult Education in the U.S.* (Washington, D.C.: AEA of USA, 1960), pp. v-vi.
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- (16) Jack C. Everly, *Continuing Education Instruction via the Mass Media* (Unpublished doctoral dissertation, Urbana: University of Illinois, 1968), p. 393.
- (17) Johnstone and Rivera, *Volunteers for Learning*, p. 2.
- (18) Johnstone and Rivera, *Volunteers for Learning*, from Table 3. 10, p. 51.
- (19) Johnstone and Rivera, *Volunteers for Learning*, p. 53.
- (20) Malcolm S. Knowles, "Androgogy, Not Pedagogy," p. 4.
- (21) Johnstone and Rivera, *Volunteers for Learning*, from Table 3. 11, p. 53.
- (22) Johnstone and Rivera, from Table 3. 12, p. 56.
- (23) Johnstone and Rivera, p. 4.
- (24) Jack C. Everly, *Continuing Education Instruction via the Mass Media*, from Table 232, p. 383.
- (25) Jack C. Everly, from Table 233, p. 384.

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Appendix I

The specialists who attended the conference at which continuing education materials were inspected and goals and requirements were considered identified a major operational problem that required separate study. Part of that problem dealt with methods of establishing national program priorities. This Appendix considers that problem.

CRITERIA FOR DETERMINING NATIONAL PROGRAM PRIORITIES

Henry A. Bern
Consultant on Instructional
Systems

The discrepancy between limited resources and infinite needs demands that resources be allocated to programs according to priorities. Priority involves a comparison of items and the establishment of an order of precedence. An order of precedence, in turn, implies a criterion or a set of criteria to use in determining the order. In the absence of explicit criteria it is necessary to have a statement of the purpose the order is intended to serve. From that statement, criteria may be inferred, implicitly or explicitly.

Accordingly, in the absence of explicit criteria already established by the Corporation for Public Broadcasting (CPB), a set must be inferred from authoritative statements of purpose. These statements should be in the Public Broadcasting Act of 1967 itself.

Two portions of Subpart B-Section 396 (a) and (g) appear relevant. Upon closer examination it is found that section (g), although entitled "Purposes and Activities of the Corporation" covers only activities. Section (a) which is entitled "Congressional Declaration of Policy" can more readily be considered a declaration of purposes. That section reads as follows:

SUBPART B--CORPORATION FOR PUBLIC BROADCASTING

Congressional Declaration of Policy

Section 396. (a) The Congress hereby finds and declares--

(1) that it is in the public interest to encourage the growth and development of noncommercial educational radio and television broadcasting, including the use of such media for instructional purposes:

(2) that expansion and development of noncommercial educational radio and television broadcasting and of diversity of its programming depend on freedom, imagination, and initiative on both the local and national levels:

(3) that the encouragement and support of noncommercial educational radio and television broadcasting, while matters of importance for private and local development, are also of appropriate and important concern to the Federal Government:

(4) that it furthers the general welfare to encourage noncommercial educational radio and television broadcast programming which will be responsive to the interests of people both in particular localities and throughout the United States, and which will constitute an expression of diversity and excellence:

(5) that it is necessary and appropriate for the Federal Government to complement, assist, and support a national policy that will most effectively make noncommercial educational radio and television service available to all the citizens of the United States:

(6) that a private corporation should be created to facilitate the development of noncommercial educational radio and television broadcasting and to afford maximum protection to such broadcasting from extraneous interference and control.

These policies were established for the entire range of activities of Public Broadcasting. What we seek are statements from which may be inferred criteria for determining material program priorities. It would seem however, that the statements which are of greatest potential relevance to Continuing Education are also those statements which require further interpretation and explication before logical operational inferences can be drawn. Consider, for example, (5) "that it is necessary and appropriate for the Federal Government to complement, assist, and support a national policy that will most effectively make noncommercial educational radio and television service available to all the citizens of the United States." More than statutory language is needed for the interpretation of this section and for the interpretation of such critical words and phrases in other sections as: "freedom, imagination, and initiative on both the local and national levels," (Section 2); "the encouragement and support of noncommercial educational radio and television broadcasting, while matters of importance for private and local development, are also of appropriate and important concern to the Federal Government," (Section 3); "that it furtheres the general welfare to encourage noncommercial educational radio and television broadcast programming which will be responsive to the interests of people both in particular localities and throughout the United States," (Section 4); "that it is necessary and appropriate for the Federal Government to complement, assist, and support a national policy," (Section 5).

What is needed for adequate interpretation is the philosophy behind the language of the Act. This we might expect to find in the Report of the Carnegie Commission on Educational Television which is acknowledged as the greatest force behind the passage of the Public Broadcasting Act. A chapter of that report entitled "The Promise," (1, p. 87) does indeed express an explicit philosophy. It is expressed in the following paragraphs:

If we were to sum up our proposal with all the brevity at our command, we would say that what we recommend is freedom. We seek freedom from the constraints, however necessary in their context, of commercial television. We seek for educational television, freedom from the pressures of inadequate funds. We seek for the artist, the technician, the journalist, the scholar, and the public servant freedom to create, freedom to innovate, freedom to be heard in this most far reaching medium. We seek for the citizens freedom to view, to see programs that the present system, by its incompleteness, denies him.

Because this freedom is its principle burden, we submit our report with confidence: to rally the American people in the name of freedom is to ask no more of them than they have always been willing to provide. (1, pp. 98, 99)

The discovery that "freedom" is the key to the philosophy behind the recommendations of the Carnegie Commission is hardly surprising for it is the key word of our democratic tradition. Freedom as defined in the Declaration of Independence and in the Bill of Rights clearly expresses the fundamentals of democratic ideals. This philosophy of freedom enables us to suggest our first and most significant criterion, below.

1. Contribution to Equality of Educational Opportunity:

All other factors being equal, that area of Continuing Education which may contribute more to equalizing opportunities for education for millions denied or deprived of them has priority over those areas which contribute less.

Egalitarianism, even at the cost of considerable "uniformity" was an early detectable characteristic of the American experiment. Henry Steele Commager quotes De Tocqueville in *Democracy In America* to this effect:

When I survey this countless multitude of beings, shaped in each others likeness, amid whom nothing rises and nothing falls, the sight of such universal uniformity saddens and chills me, and I am tempted to regret that state of society which has ceased to be. When the world was full of men of

great importance and extreme insignificance, of great wealth and extreme poverty, of great learning and extreme ignorance, I turned aside from the latter to fix my observation on the former alone, who gratified my sympathies. (2, p. 8)

However, De Tocqueville recognized his own weakness and the limit of his vision and as a consequence came to accept what many today still do not; namely that

A state of equality is still perhaps less elevated, but it is more just: and its justness constitutes its greatness and its beauty. (2, p.9)

As Commager notes:

. . .there are still those who fail to see either justice or beauty in the American attempt to lift the general level of culture by universal education just as there will be those who will fail to see either justice or beauty in the proposal to expand education beyond its present boundaries and to extend it to millions still denied or deprived of its potentialities. (2, p. 9)

As recently as 1964 the affirmation of the national aspiration for egalitarianism in education was expressed in the political platform of a major party as follows:

Our task is to make the national purpose serve the human purpose; that every person shall have the opportunity to become all that he or she is capable of becoming. . .regardless of family financial status, therefore, education should be open to every boy or girl in America up to the highest level that he or she is able to master. (3, p. x)

This national purpose may be recognized as a significant aspect of the concept of freedom. Freedom and education have traditionally been associated. This first criterion refers to this national purpose and to this traditional association. The second criterion refers to the stability of the social system without which freedom cannot endure.

2. Contribution to Social Stability:

All other factors being equal, that area of Continuing Education which is more likely to "defuse" the explosive elements of our population has priority over those which are less likely to do so.

As the technological complexity of society increases, the level of education required to escape being a "Second Class" citizen rises. It is a truism that democracy can survive only through the participation of an "enlightened" electorate. Literacy is currently the starting point for enlightenment. The future goal of a population whose education may be appreciably advanced via radio and television rests upon this starting point.

Within the past five or six years the level defining literacy has risen from the fifth to the eighth grade. The Adult Education staff of the Office of Education are said to be "pushing" to raise this level to the tenth or even twelfth grade. There are already 50.46 million persons twenty-five years old and over who do not have a twelfth-grade education. In other words, there is the danger of a rising population of tens of millions of "second class" citizens-persons who recognize themselves as socially and economically handicapped, educationally disenfranchised and branded as unemployable and illiterate. The "Black" segment of this population has already demonstrated its potential for violence and revolution. Such segments rather than the middle and upper classes to whom continuing education programming is currently addressed would seem to demand high material priority.

The final criterion refers to the very practical consideration of economy of resources.

3. Investment Return:

All other factors being equal, that area of Continuing Education which is more likely to yield the highest "return" per unit dollar of support has priority over those less likely to do so.

The concept of return is complex. Among the factors which can be recognized as elements of the criterion are:

(a) Size of population:

The greater the number of persons affected per dollar expended, the greater the return.

(b) Commonality of need:

The more homogeneous the needs of the audience the fewer the programs required, and consequently, the greater the return.

(c) Curricular development costs:

The less the curricular development costs, the greater the return.

As a separate consideration from number of programs there is the factor of the intrinsic difficulty of developing the curriculum for programs. Aspects of this difficulty are the questions of what it is that should be taught and how well the curriculum meets the needs of a given population. These questions are notoriously controversial, and hence involvement with them is costly.

(d) National acceptance:

The greater the acceptance of programs by national organizations, the greater the return.

The educational profession is committed to the position that public education is grounded in the democratic tradition. This tradition, however, is divided in practice between those who favor national or central development and those who prefer local initiative and competition. Programs caught up in this conflict are at best, costly and at worst, doomed. As a modus vivendi, however, there exist national organizations which tend to ameliorate this schism. The criterion indicated here suggests that some areas of Continuing Education are more capable than others of gaining acceptance by these organizations.

(e) Availability of local support:

The greater the support available by local institutions, the greater the return.

In the case of Professional Education, for example, undoubtedly some support could be expected from the various local professional organizations of doctors, lawyers, teachers, etc.

(f) Prior evidence:

The greater the empirical evidence of past success, the greater the likelihood of future success, and hence, the greater the return.

Evidence of success in past efforts or availability of results of past efforts, successful or unsuccessful, are not necessary criteria but are useful in helping to establish both the likelihood of success of future programs and to estimate the costs involved in the attainment of such success.

(g) "Spin-off":

The greater the likelihood that a project will produce other useful by-products or will contribute to the success of other projects, the greater the return.

The "Spin-off" does not necessarily have to be in the area of Continuing Education itself. It may even happen that some of the by-products are more significant than the main project itself.

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Appendix J

TRIAL APPLICATION OF PRIORITY CRITERIA
High School Equivalency Education

Henry A. Bern,
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Systems

The Corporation for Public Broadcasting is exploring the field of continuing education through a special study undertaken by the National Instructional Television Center (NITC). In addition to providing a review of existing programming, the study will offer recommendations for further action. One of the principal recommendations will relate to determination of specific programs for future development. A critical aspect of determination will be the establishment of priorities among and within major areas of possible program activity.

Appendix I advances criteria for determining these priorities. Because of their importance, this paper has been prepared to illustrate how an area might be investigated to the point where priority criteria may be applied. It is noteworthy that the area used, high school equivalency education (HSEE), had already been assigned top priority by the Southern Educational Communications Association.

The plan of this paper is to present a brief definition and history of HSEE followed by some statistics to delimit the potential audience (participants in) HSEE broadcast programs. Next is an essentially non-statistical description of extant HSEE broadcast programs in the United States and related literature on programs at home and abroad. Finally, the set of criteria developed in Appendix I are related to the area of HSEE as a trial application to provide a basis for hypothetical decision-making concerning priorities.

Definition and History

About twenty-five years ago persons who had never attended high school or who had attended but had never completed their diploma requirements were able to obtain high school "equivalency certificates" by passing an "equivalency examination" in each of the various high school subjects which were required for their diploma. (See, for example, the Indiana Plan for High School Equivalence Certificates (1).) Each state, of course, then had its own set of examinations for each of the many courses generally available in the high school curriculum.

Today, there is one set of examinations given by all states and territories in the United States which will yield the successful candidate a high school equivalency certificate. These examinations, which have gradually become the equivalency standard throughout the nation, are known as the General Education Development (G.E.D.) Tests.

Since "the GED" is in fact the operational definition of HSEE, a brief summary of the origin, nature and purpose of these tests is in order. This description will give us a better understanding of the working definition of HSEE.

In 1942, the Subcommittee on Education of the Joint Army and Navy committee on Welfare and Recreation appointed a special committee consisting of Everett F. Lindquist, Ralph W. Tyler, and Edmond G. Williamson to suggest some means for a more comprehensive appraisal of educational attainment gained from experiences in the Armed Forces and of achievements relevant to educational objectives which have resulted from travel, private study, reading, and study and training in service schools (1, p. 2). The Committee recommended two batteries of tests, one at the high school level, the other at the college level. The purpose and nature of the G.E.D. tests, (High School Level) are described in detail in Exhibit A.* In brief, they are designed to measure, as Lindquist states, "the extent to which all the past educational experiences of the individual tests have contributed to his general educational development". . . (2, p. 2)

*This and other exhibits are not attached to this paper but are on file at NITC.

A G.E.D. battery consists of five subtests: Correctness and Expressiveness of Expression (Test 1), Interpretation of Reading Materials in the Social Studies, Natural Sciences and Literary Material (Tests 2, 3, and 4, respectively), and a test of General Mathematical Ability.

Until 1959, a Veterans Testing Service (V.T.S.) facility administered the program. It had been established by the American Council on Education (A.C.E.) to make the tests available to civilian education institutions for administration only to veterans. The success of the program for veterans led to its extension by State Departments of Education to all adult citizens. When the number of non-veterans began to exceed the number of veterans, the name of the facility was changed from V.T.S. to G.E.D. Testing Service.

The Department of Education in each state determines the policy and procedures for earning a high school credential by passing the tests. This includes minimum age, residency, prior education, name and format of high school credential, etc. (Exhibit B) The policies and procedures for operation of the G.E.D. Testing Service under the various State Departments of Education are given in Exhibit C.

A question which is occasionally raised is whether the G.E.D. is "truly" the equivalent of a high school diploma. In 1955 a study of the G.E.D. testing program was undertaken by a Committee on Evaluation of the Tyler Fact Finding Study of 1951. Among the conclusions of this committee, reported by A. J. Brumbaugh, Chairman, was that:

the committee was in general agreement that passing of the tests of general educational development should not be interpreted as an adequate substitute for the completion of a formal high school education. The demonstration of educational achievement by means of the G.E.D. tests constitutes an alternate avenue into college or into positions in business, industry, or government. This should not be interpreted or portrayed as the full equivalent of a high school education. (emphasis added) (1, p. 1)

Despite this clear disavowal of the G.E.D. as a substitute for formal high school education, despite the origin of the G.E.D. as a special service to the Armed Forces of W.W.II, and despite the fact that the American Council on Education cannot and does not seek to enforce but can only recommend

that a State Department of Education grant a high school diploma or equivalency certificate, the G.E.D. has become nationally, even internationally accepted "currency" for the equivalent of a high school diploma. As of this year, the tests have been adopted by the Departments of Education of all the states, the District of Columbia, the Canal Zone, Guam, and Puerto Rico. Furthermore, the equivalency certificates or diplomas obtained through G.E.D. channels are readily accepted by institutions of higher education, business, industry, state civil service commissions, licensing bureaus, colleges, and universities (as entrance requirements), etc. (Exhibit A, p. 1)

Statistics on annual number of persons tested since 1949 shows that about 1.7 million have taken G.E.D. tests. Of particular significance to the Corporation, however, should be the fact that fifty-five percent of this number have been tested within the past five years and that in 1969 about a third of a million are anticipated. (Exhibit D)

The question of whether the G.E.D. tests are "truly" the equivalent of a formal high school diploma is thus, literally, an academic question. For those academics, however, who can recognize this question as one of choice of the validity criterion, the answer is a simple yes-and-no. If your criterion is acceptance of the equivalency certificate in all or most instances where the high school diploma would be accepted, the answer is unequivocally "yes." If your criterion is the passing of equivalent examinations on each of the subjects of the standard high school curriculum, or the meeting of an intuitive but undefined criterion, the answer is "no." All further discussion on the matter is, at best, philosophy.

The Potential Audience for HSEE Broadcasting

The largest theoretical figure that can be given for potential participants might seem to be an easy one to specify precisely, viz., the number of adult* American citizens who have not graduated from high school. There are several problems involved, however, which indicate that this figure must be an estimate.

To start with, as Robert Blakely points out, the term "adult" as well as the field of adult education has not as yet been satisfactorily defined. (3, p. 3) If we take the age of twenty-five to be the criterion age for adults, then we find, according to the Examiners Manual (Exhibit A) that "the 1960 United States census revealed that 62,000,000 Americans, twenty-five years of age and over, had not completed their high school education." A recent report by the American Council on Education based on the Census Bureau's 1968 population survey shows that the educational attainment of the population twenty-five years old and over has risen, but that it still numbers approximately 50.46 million. This is just a little less than half of the total reference population of 106 million. (Exhibit E)

Using the age of twenty-five years, however, is not a realistic one for the purpose of HSEE or G.E.D. eligibility. State regulations vary with respect to minimum age requirement. Only one state sets the minimum age at twenty-five. Minima of the other states range from eighteen to twenty-one. (See status summary, Exhibit F, or individual state minima, Exhibit B.) If we include, then, persons over the age of eighteen who have not completed the high school curriculum, we can add another 5.8 million potential participants.

Individual state requirements such as veterans status or prior high school enrollment would tend to cut down on this number but surely by no more than a million. A more significant reduction occurs when we consider not only the restrictions "de jure" but the barriers "de facto." Chief among these is the fact that the G.E.D. applicant must have some degree of literacy, i.e., he must be able to read and write the examinations. The question is "What degree of literacy?" There is no official answer.

*The term adult is used here to indicate that students of high school age are excluded.

According to Mr. Cornelius Turner, Director of the G.E.D. program for the American Council on Education, no research has been done on this aspect of the tests. Assuming that a minimum degree of literacy is required, we can ask the question "What is the definition of minimal literacy?" Functional literacy as recently as five or six years ago was defined as education at the fifth grade level. (2, p. 456) Currently it is being defined as education at the eighth grade level.

With this limitation in mind let us reexamine the 50.46 million and 5.8 million figures mentioned above. The 50.46 million persons twenty-five years and over who have not completed high school break down into the following categories: 18.71 million who have had one to three years of high school, 14.9 million who have had eight years of elementary school, 8.28 million with six and seven years of elementary school, 2.19 million with five years, and 6.25 million with zero to four years. Our maximum number of HSEE persons in this age group is thus about 33.70, i.e. 50.96 less the numbers in the last three groups. When from the 5.8 million in the eighteen-twenty-five-year-old group, we subtract the functionally illiterate group, we have a remainder of about 5.1 million. Our combined remainder thus is 38.8 million. (Exhibit E, p. 4)

Factors such as those concerned with the personal characteristics, the socio-economic characteristics, and the ecological characteristics of HSEE participants might tend to reduce this figure somewhat. In conclusion, we may with confidence, take a very conservative final figure of 35 to 38 million people as a potential for HSEE broadcast programming.

Extant HSEE Broadcast Programs

The materials survey* conducted by NITC revealed ten HSEE television broadcast programs. It seemed appropriate, thus, to investigate the nature of these programs for whatever light they might shed on developing future programs. Further examination revealed that only one of these programs was designed for equivalency education. The video-taped course, entitled TV High School, was produced by J. McFadden, Director, Manpower Education Institute of New York City.

A request to GPNITL for further information about its product and its clients resulted in the list of users, below:

1. Omaha Public Schools, Omaha, Nebraska
2. WSBE-TV, ETV Services, Providence, Rhode Island
3. Louisiana State Hospital TV network, Baton Rouge, Louisiana
4. Chicago Area School TV, Inc., Chicago, Illinois
5. Georgia ETV network, Atlanta, Georgia
6. WCET-TV, The Greater Cincinnati TV Educational Foundation, Cincinnati, Ohio
7. Hawaii Department of Education, Honolulu, Hawaii
8. WTVS, Channel 56, Southfield, Michigan
9. Seattle Community College, KCTS, Seattle, Washington
10. Mayor's Office, City Hall Annex, Boston, Massachusetts
11. Pennsylvania State University, University Park, Pennsylvania
12. Finland Empire ETV, KSPS-TV, Spokane, Washington
13. Community Services, Phoenix, Arizona
14. Fresno County Economic Opportunities Commission, Fresno, California
15. South Carolina State Department of Education, Columbia, South Carolina
16. WGTE-TV, Toledo, Ohio
17. Detroit Public Schools, Detroit, Michigan
18. State Department of Education, Columbia, South Carolina (Exhibit G)

*The survey covered both radio and television stations. Only television HSEE programs were reported and within the time limits of this study only these programs were further investigated. The role of radio in HSEE broadcasts consequently constitutes a separate question not herein considered.

Accompanying the list were a half dozen user "evaluative" letters addressed to Mr. J. McFadden and a brochure describing TV High School which also contained some promotional material. (Exhibit H) Communications with Mr. McFadden yielded more of the same kind of letters and the address of one more user of TV High School - Mississippi River Economic Opportunity Council, Inc., Clinton, Kentucky. (Exhibit I) Further correspondence and telephone calls with users indicated that little reliable data on TV High School was available and that in the short time available for the preparation of this report, it would not be possible to fashion a questionnaire to yield an adequate description of user, organizational and audience variables. Instead, a brief telephone survey was made of seven users selected on the basis of proximity to Bloomington in case a quick trip in person was called for. The primary purpose of the survey was to obtain a rough estimate of

1. the number of actual participants (enrolled and completed)
2. the user's satisfaction with TV High School
3. the "felt" need for HSEE broadcasts
4. the availability of data and non-promotional material
5. surface criticism of HSEE

Replies to the first four items of this list are summarized in the table on the next page.

Table I
TV HIGH SCHOOL USER RESPONSE TABLE

User	1* Participants (Est.)		2*	3*	4*
	En.	Comp.	Satisfaction (Yes-No)	Need (Yes-No)	Data (Yes-No)
1. Chicago Area Schools TV, Inc.	200	?	N	Y	N
2. Philadelphia Public Schools (WFIL-TV)	200	?	N	Y	N
3. Allegheny Educa- tional Broadcast Council (WPSX-TV)	500	**	Y	Y	N
4. Department of Educational Broad- casting (Detroit Public Schools)	1200	300	N	Y	N
5. State Department of Education (South Carolina)	2000	**	Y	Y	Y
6. State Department of Education (Georgia)	5000	?	Y	Y	N
7. Inland Empire ETV (Spokane) (KSPS-TV)	280	193	N	Y	Y
TOTAL	9380				

*Questions asked:

1. Do you have any figures on the number of students who have enrolled in (En.) and/or (Comp.) TV High School?
2. Do you have any criticisms to offer of TV High School?
3. Do you plan to continue HSEE broadcasts?
4. Do you have any non-promotional material describing your operations?

**In process of using series for the first time.

Examining the table, the following comments can be made:

1. With respect to numbers of participants: Although the total population is unknown, the chances are that not more than double the 9380 enrollments reported constitute the entire population for TV High School since only the State Departments of Education (South Carolina and Georgia) enrolled students, numbering in the thousands and only one other State Department appears among the non-surveyed users. Assuming a fifty percent total underestimation error margin there may be as many as 25,000 participants.

In this connection we might note that HSEE programs other than TV High School exist but were not sought out by the NITC questionnaire or the present follow-up. The program of WFIL in Philadelphia which we chanced upon in our contact with WHYY is one such example. The program has been in operation for some four or five years. Most of the instruction has been given "live." Some twenty-six tapes have also been assembled. There were no official records for this program. Mr. Edward Goldman, administrator of the program for the supporting Philadelphia school system estimated about 100 to 200 participants on the basis of students who came to evening tutorial sessions in the community.

2. With respect to the quality of program: Four of the users were satisfied. Two of these were using the series for the first time. Three of the users were not satisfied.

Spokane considered the programs too long and has produced its own series of 39 half-hour programs. A new set of textbooks to accompany the programs is being developed under the guidance of Adult Basic Education persons. Philadelphia is using its own live and taped series. Detroit's Director of the Department of Educational Broadcasting had a number of "reservations": the stiffness and formality of the presentations, the inappropriate level of text materials (e.g. the textbooks used for the English area were used for the "honors" tenth grade classes in Detroit), inadequate correlation between textbook and film, etc. The director of the Chicago Area School Television Inc. (CAST) indicated she would want "more life, more television" in the series. (A sample of lessons which was viewed at NITC seemed to confirm this criticism. As one viewer put it, they were "further examples of the great talking face.")

3. With respect to need for HSEE broadcasting: It is significant that, although the question asked was neutral, the response in the affirmative was voluntarily supported. All spoke in terms of the need for HSEE broadcasting in order to meet the needs of the vast numbers of persons without high school diplomas. Even those who criticized the TV High School program plan to use it rather than to abandon serving this population.

4. With respect to availability of data: Three users indicated that they had non-promotional material on the operation of their programs. Spokane's material was not received. South Carolina's is shown in Exhibit J; that furnished by Chicago's CAST is given in Exhibit K.

Surface criticism of HSEE is, of course, not easily tabulated but fell into the anticipated categories of lack of adequate funds, lack of central administration, and lack of cooperation with educators or communities. A sample of these comments may be seen in the letter from H. Black (WPSX-TV, Penn State University), Exhibit L, and in the letter from B. P. MacRae (Blue Shield of Michigan, Publication Relations and Subscriber Services, Detroit TV High School Program.) (Exhibit M)

Related Literature on Programs at Home and Abroad

As might be expected from the scarcity of data reported in the preliminary survey, there is little literature in the area of HSEE broadcasting. A search of Education Index and Research in Education revealed none. Considerable literature does exist, however, in the broader area of broadcasting in adult education as shown in Ohliger's recent work for the Eric Clearinghouse on Adult Education. (4) Most of the following items are included in his review.

Basic to the consideration of HSEE television broadcasting are various concepts of television implied in the terms "Educational Television," "Instructional Television," and "Public Television." The introductory note to the report by the Carnegie Commission on Educational Television attempts to establish the distinction as follows:

The Commission has separated educational television programming into two parts: (1) instructional television, directed to students in the classroom or otherwise in the general context of formal education, and (2) what we shall call public television, which is directed at the general community.

All television, commercial television included, provides news, entertainment, and instruction; all television teaches about places, people, animals, politics, crime, science. Yet the differences are clear, commercial television seeks to capture the large audience; it relies mainly upon the desire to relax and to be entertained. Instructional television lies at the opposite end of the scale; it calls upon the instinct to work, build, learn, and improve, and asks the viewer to take on responsibilities in return for a later reward. Public television, to which the Commission has devoted its major attention, includes all that is of human interest and importance which is not at the moment appropriate or available for support by advertising, and which is not arranged for formal instruction. (5, p.1)

The phrase which is relevant to HSEE broadcasting and demands further explication is "which is not arranged for formal instruction." C. Good's Dictionary of Education does not define "formal instruction" but since the critical word is "formal" we may be assisted in knowing how it defined formal education:

1. Any training or education that is given in an orderly, logically planned and systematic manner. Thus, formal education is said to end with school education.
2. In a derogatory sense, education that is confined to the experience of the student within the classroom itself, failing to make use of the student's varied experiences outside the classroom. (6, p. 214)

Surely it was not the intent of the Commission to be derogatory nor to exclude order, logic, plans, and system in instruction, for it is the mandate of the Corporation to provide instruction, as indicated in Section 396 of the Public Broadcasting Act of 1967 which states that Congress

finds and declares - (1) that it is in the public interest to encourage the growth and development of non-commercial educational radio and television broadcasting, including the use of such media for instructional purposes. (emphasis added)

Nor can it be the intent of the Corporation to relegate the calling upon "the instinct to work, build, learn, and improve, and... to take on responsibility in return for a later reward" to Instructional (rather than Public) Television as defined by the Commission. Such structure would in effect rule out not only HSEE but nine of the ten remaining areas of Continuing Education identified by NITC's program questionnaire. Consequently, a review at some future time of some of the discussions by the Ford Foundation (7) the Adult Education Association (8), a Canadian point of view (9, p.8) and British points of view (10,11) may not be amiss.

Another basic consideration related to the question of the degree of formal instruction appropriate for public television is

Is television sufficient unto itself to provide a worthwhile educational experience or is it a necessary but not sufficient part of a broader process which includes other techniques for learning? (4, p. 5)

Again, it is doubtful if any of the areas of Continuing Education could accomplish their missions through a strict interpretation of television programs "sufficient" unto themselves. Ohliger states that it is "the crucial question in examining the relationship of television to adult

education. . . " (4, p. 5) It may be, however, that the self-sufficiency of television is a straw issue. One would hope so. In this day of "systems" thinking, i.e., thinking characterized by rational, empirical, developmental criteria for decision making about objectives, inputs, process, and outputs, it would be primitive and self-defeating to establish a prior criterion of exclusivity of inputs or process.

Consequently, criticism of the Carnegie Commission on this score should be noted. Ohliger claims that although the Commission "pays obeisance" to the idea of combining television with other educational experiences, e. g., "the Commission believes that instructional television must be regarded (only) as an element in the total educational process," (5, pp. 80-82) in the "sainted area of public television" the Commission "backs off." (4, p. 6) He cites Johnson for support of his contention:

What is our concept of education? (Johnson asks) Without quarreling over the value of the (Carnegie) proposal for a Public Television Corporation, for example, much of the discussion in the report of the Carnegie Commission seems to equate education. . .with a broadcasting of high quality programs. Do we accept the equation, if not, what additional educational services are necessary to transform a broadcast into an educational experience? (12, pp. 50-51)

And further, in another paper,

What speaks loudly by its silence (the Carnegie report) is the absence of consideration for the problem of linkage in public television...It is the (Carnegie) report's locked-in response to existing patterns--despite its stirring words--that disquiets the adult educator, discourages the innovator, and saddens all who hope that the specialized services of an advanced technological society can somehow learn to function together. (13, pp. 10-12)

And consequently, noted too should be references which support combined, integrated, or systems-developed media in adult education. (14, 15, 16, 17, pp. 341-2, 18, 19, 20, p. 14, 21, p. 7-8) Among such, in particular, we cite these of Schramm:

One of the reasons why a high degree of integration is so important is that the effectiveness of the new media is coming more and more to be seen as dependent upon the amount of learning activity that goes on at the receiving end... It is not productive to think of the media as pouring

content into viewers and listeners...The point is that, except in the rarest instances, the new media cannot be counted on to do an adequate educational job by themselves, and hardly anywhere in the world are they being asked to to do this. (21, p. 96) (emphasis added)

And this concise statement by Edwin G. Cohen:

For education by television to succeed...it is important that the actual program be reinforced by other educational experiences. (22, pp. 135-136)

(Among the most promising systems reported are those combining television with correspondence study as described in a later section.)

Once having surmounted or at least struggled with and resolved these issues to the point of confidence in the legitimacy of Continuing Education broadcasting under the mandate of the Public Broadcasting Act and to the disirability of "systems" thinking, we examine reports on the use of broadcasting in those areas of Continuing Education which, like HSEE, are closely related to formal educational systems and which seemed to be supplying adults with some elements of those systems. Three such areas can be recognized: Adult Basic Education, High School Education, and Liberal Adult Education.

Adult Basic Education. In Adult Basic Education, at home and abroad, the primary use of television has been to combat illiteracy. At home, we can refer to the reports on Operation Alphabet in Philadelphia (23, 24), the Chelsea project, (25, p. 190), and the Baltimore Public School experiences (8 no. 3; 7) as the major sources. It would appear that the impact of such programs has not been assessed although we note that the use of television in Basic Education is declining. Thus, the latest Brandeis survey of educational television stations indicates that whereas twenty educational television stations in 1964 were concerned with Basic Education, all educational television stations ignored it in 1966. (26; 49)

The greater need and emphasis upon literacy training abroad is reflected in the greater number of studies reported (too many to review and select for relevance at this time). (27, 21, 28, 29, 30, 15, 30, 31) A general conclusion about these studies is of course difficult to make. The extent to which they are relevant is probably slight. Nevertheless, it might be interesting to note Schramm's comments following a survey of several of these projects throughout the world:

There is little conclusive evidence among our cases as to how well the literacy and fundamental education programs are working. Perhaps the best evidence comes for Niger where, in 1964-65, 6,000 of the 11,219 adults enrolled in the 197 teaching centers successfully completed their courses. This makes 53.5 percent and the total figure includes drop-outs from the course...It seems that the trend is from resting most of the weight on the television or radio toward resting it on the direct teaching of the supervisor; the television or radio teacher becomes an aid to the local teacher and the program is more efficient in proportion to the training of the local teacher and the ability of the television teacher and producer to give him the kind of support he needs. (29, pp. 84-85)

High School Education. In High School Education, two projects stand out most prominently: Japan's broadcast-correspondence High School and Bavaria's Telekolleg which offers the equivalent of a vocational high school. The Japanese program is described in some detail by Schramm and Hatano (32, pp. 137-163 and 22, pp. 95-96) and the Bavarian, by Rovin. (33) (Detailed notes of the Japanese Program are provided in Exhibit N) What is perhaps most striking about these programs is that they are undertakings of tremendous scope, e.g. in Japan the programs involved over 735 full-time teachers and 2,078 part-time teachers in 66 correspondence schools across the country; in Bavaria it involved 800 instructors attempting to hold weekly conferences with students in 136 cities and towns. (33) The point is that in these literate countries lack of a high school education is being attacked with the vigor that lack of literacy is being attacked in the underdeveloped countries. In this connection we recall again that the definition of functional literacy in the United States is being raised rapidly and may soon be at the tenth grade level. The United States within its own definition of illiteracy may then paradoxically be among the more illiterate nations of the world.

Liberal Adult Education. A doctoral thesis by Breitenfeld presents a thoughtful analysis of adult education programming, present and potential audiences and attitudes of various publics of Liberal Adult Education towards educational television. (34) The issue of a traditionalist (elitist) outlook versus a modernistic (mass) outlook discussed by Breitenfeld, but not pursued further here, may have some implications for the approach to HSEE programming.

An interesting comment by Ohliger about a possible worldwide trend toward combining television with correspondence study in Liberal Adult Education suggests that reports of this usage might be of some value. At home, a most successful example is Chicago's TV College (a branch of the Chicago City Junior College). (35) In a "Fact Sheet, 1956-68" recently received from the College, an impressive set of statistics is offered. To cite but a few, over 120,000 individuals in over 179,000 course registrations--roughly 1.5 course registrations per individual; over 61,000 students enrolled in almost 91,000 courses for credit, etc. Most significant is the fact that although the College's mandate is to extend the Associate in Arts degree, it has enrolled "over 59,000 students in almost 89,000 courses for non-credit." (Exhibit O)

The TV College office classifies its students into three groups. The first, comprising the largest number, is the "TV-at-home" group--students who view courses at home, coming to campuses of the Junior College only for examinations and conferences. The second group is made up of students who are at-home viewers while they also attend classes on campus. The third group is made of TV-in-class students who are enrolled in TV courses on campus. The fact that "the typical TV-at-home" student is about 30 years of age may speak in favor of the typical G.E.D. student whose average age is 29.5 (Exhibit P) and who might resemble the typical TV-at-home student with respect to family, personality, and aspirational characteristics.

Dean Chausow, of Chicago's City Junior College, indicates that the College has some 4,000 students enrolled in G.E.D. programs, not TV, at various centers in the city. He believed that a TV program could very well be successful with them and would be inclined to give such a program if he had a channel available. Further discussion with Dean Ziegenell of TV College revealed that he had already discussed a joint effort with CAST whose program (TV High School) has been mentioned earlier.

Since the Corporation is interested in national efforts, it might be helpful, also, to look at experiences of the Correspondence Division of the National University Extension Division. (36)

Abroad, the use of the correspondence study-television combination is definitely greater. Its use in developing countries, however, is of questionable relevance to the present concern. (37) Experiences of more literate countries, as in Canada (22, p. 31), Australia (32, p. 4), and England (14) might have greater applicability.

Trial Application of Criteria. Objective decision about priority entails a comparison among alternatives on one or more specific criteria which are relevant to the purpose of the Corporation. With the information provided in the preceding sections and using the criteria developed and described in Appendix I, a rough estimate of the priority of HSEE may be obtained at this time. Ideally, of course, each of the areas of continuing education should have a similar exposition and there should be at least one recycle of priority ratings before final priority is established. As a trial effort, however, we proceed by stating the criterion and applying it to HSEE. The reader should have read and should now keep in mind the explication of the criteria given in Appendix I. If he wishes, he may attempt a hypothetical priority rating on a simple 3 point scale (high, average, low) for each of the criteria and sub-criteria.

1. Contribution to Equality of Educational Opportunity:

All other factors being equal, that area of Continuing Education which may contribute more to equalizing opportunities for education for millions denied or deprived of them has priority over those areas which contribute less.

It will be remembered that this criterion refers to a national purpose of equal opportunity for self-fulfillment through education and that this was associated with the traditional national purpose of freedom which was reiterated by the Carnegie Commission.

In this sense, the less educated, the less free is Rating a population; the less free, the greater its priority for support. Only one segment of the continuing education population would rank higher than the HSEE group, namely, the Adult Basic Education group.

Hi _____
Av _____
Lo _____

2. Contribution to Social Stability:

All other factors being equal, that area of Continuing Education which is more likely to "defuse" the explosive elements of our population has priority over those which are less likely to do so.

This criterion refers to the population of adults who perceive themselves as "second-class citizens." It is probable that many adults, regardless of their educational attainments, although not unemployable and illiterate, also perceive themselves as second class-citizens, but it is more probable that the Rating mass of these consciously disaffected citizens have no more than a grammar school education and have less than a college education. Within these educational boundaries lies the HSEE population.

Hi _____
Av _____
Lo _____

3. Investment Return:

All other factors being equal, that area of Continuing Education which is more likely to yield to highest "return" per unit dollar of support has priority over those less likely to do so.

Rating

Hi _____
Av _____
Lo _____

(a) Size of population:

The greater the number of persons affected per dollar expended, the greater the return.

There is a potential audience of 35-38 million for HSEE broadcasting. Rating

Hi _____
Av _____
Lo _____

(b) Commonality of need:

The more homogeneous the needs of the audience, the fewer the programs required, and consequently, the greater the return.

The homogeneity of population of the HSEE group can be matched only with that of the population of Basic Education. If we note however that in addition to the literacy aspect of the curriculum of Basic Education, there is a fundamental, or "basic skills of living" aspect, which is quite diffuse, the HSEE population is clearly the more homogeneous.

Rating

Hi _____
Av _____
Lo _____

(c) Curricular development costs:

The less the curricular development costs, the greater the return.

There exist fairly well accepted HSEE curricular materials. Whatever the theoretical limitations of the validity of different materials, it is compensated for by the fact that there is a nationally accepted operational criterion for them, the G.E.D. examinations.

Rating

Hi _____
Av _____
Lo _____

(d) National acceptance:

The greater the acceptance of programs by national organizations, the greater the return.

Support for national acceptance of public broadcasts to augment the HSEE program would undoubtedly be forthcoming from the Commission on Accreditation of Service Experiences of the American Council on Education which administers the G.E.D. program. A letter recently received from Mr. Cornelius Turner, Director of this Commission, describing the "expected continued growth of the G.E.D. testing program in this country" is adequate basis for making this prediction. (Exhibit Q) Although Mr. Turner was not asked specifically about the relation of the program to the actions of the Public Broadcasting Corporation, he is aware of broadcasting support possibilities as shown by his reference to the television programs sponsored by the Manpower Education Institute.

Rating

Hi _____
Av _____
Lo _____

(e) Availability of local support:

The greater the support available by local institutions, the greater the return.

The various areas of Continuing Education differ greatly with respect to the extent to which broadcast programs can be supported by other organizations in the community. In the case of HSEE considerable support can be anticipated from State Departments of Education and local boards of education.

Rating

Hi _____
Av _____
Lo _____

(f) Prior evidence:

The greater the empirical evidence of past success, the greater the likelihood of future success, and hence the greater the return.

For this criterion we refer to the previous sections of this paper entitled "Extant HSEE Broadcast Programs" and "Related Literature on Programs at Home and Abroad." Since those sections are quite extensive no further elaboration of this criterion need be made.

Rating

 Hi _____
 Av _____
 Lo _____

(g) "Spin-off":

The greater the likelihood that a project in a given area will produce other useful by-products or will contribute to the success of other projects, the greater the return.

The following are some likely areas that will be affected favorably by support of HSEE:

1. Almost all areas in Continuing Education. Of the many areas of Continuing Education, all but Basic Education and certain skill areas require a level of verbal competence for which HSEE is basic. According to the annual statistical report for the calendar year 1968 of the G.E.D. Testing Service, 39.9% of all examinees indicate that they are planning further study after obtaining the HSEE Certificate. (Exhibit R) Many of these will undoubtedly become members of the other categories of Continuing Education.
2. Independent Study. There is increasing evidence of an interest in developing the concept of independent study at all levels of education. In face of an increasing technological capability of supporting this development with elaborate national tele-instructional networks involving computers, television, radio, and telephones, its significance should not be underestimated. It is even likely that HSEE support will result in a program that can be used as a basic prototype for further independent study models.

3. National Credit by Examination Programs.
There are also indications that there is an increasing acceptance of the notion of a national system of credit by examination. The G.E.D. program, although not ordinarily considered in such a light, is in fact the foremost of these. The more embryonic form of this is at the college level. Rating
Support of the HSEE program may affect
(depending upon the availability of Hi _____
funds for research for the improve- Av _____
ment of G.E.D. broadcasting efforts) Lo _____
the philosophies and practices of
the entire structure of Higher Education.

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Appendix K
PLANNING CONFERENCE PARTICIPANTS

A second conference, attended primarily by specialists who attended the first conference, was held to consider the main ideas of the final report. Those who attended the conference are Henry Alter, director of educational services, National Educational Television; Edwin G. Cohen, executive director, National Instructional Television Center; Lark O. Daniel, executive director, Southern Educational Communications Association; Donley F. Feddersen, chairman of the department of radio and television and director of radio and television services, Indiana University; Robert L. Larsen, assistant general manager, WGBH Educational Foundation; Harold Mendelsohn, professor of mass communications and director of the communications arts center, University of Denver; Robert A. Mott, executive director, National Educational Radio, National Association of Educational Broadcasters; John Ohliger, assistant professor of adult education; The Ohio State University; Robert M. Reed, executive director, Educational Television Stations/Program Service, National Association of Educational Broadcasters (ETS/PS); and Duane Straub, director of programing, ETS/PS.

Appendix L
ADDITIONAL CONSULTANTS

In addition to those listed in Appendix A who generously gave time and energy both at the beginning and during this investigation, many others participated at later stages. They were George Bair, director of educational television at the University of North Carolina and chairman of the board of directors, National Association of Educational Broadcasters, and formerly educational director of the South Carolina ETV Commission; Henry A. Bern, consultant on instructional systems, Bloomington, Indiana; Thomas Boordman, director of visual arts services, University of Illinois; Dirck Brown, associate secretary of the National Commission on Teacher Education and Professional Standards (NEA); James Dorland, associate director of the Adult Education Service Division and executive secretary of the National Association for Public School Adult Education (NEA); Roy Edelfelt, executive secretary of the National Commission on Teacher Education and Professional Standards (NEA); Keith Glancy, associate director of the National University Extension Association.

Also: Robert O. Hall, director of instructional resources, California State College at Hayward; Samuel C.O. Holt, director of the Public Radio Study; Mrs. Thelma Horacek of Professional Development and Instructional Services (NEA); Robert A. Lang, associate director of the audio visual center, The University of Iowa; Lawrence C. Larsen, director of the audio visual center, Indiana University; James Loper, vice-president and general manager, KCET; Chalmers H. Marquis, executive director, Educational Television Stations, National Association of Educational Broadcasters; James McFadden, director, Manpower Education Institute of the Foundation on Automation and Employment; Donald F. Mikes, staff associate, National Education Association; Edward Palmer, director of research, Children's Television Workshop (NET); Robert Pitchell, executive director, National University Extension Association; Robert M. Reed, executive director, Educational Television Stations/Program Service, National Association of Educational Broadcasters; Holt Riddleberger, associate director, Educational Television Stations, National Association of Educational Broadcasters; Ole Sand, director, NEA Center for the Study of Instruction; William H. Siemering, general manager, WBFO; Allan Stratton, director of the National Faculty Association of Community and Junior Colleges (NEA); Cornelius Turner, director, Commission on Accreditation of Service Experiences of the American Council on Education; Harold E. Wigren, educational television consultant, National Education Association; and Colin Young, chairman of the department of theater arts, UCLA.

Appendix M
READERS OF DRAFT REPORT

Thirty-six draft copies of the report were circulated for comment to leaders in the fields of continuing education, communications research and public broadcasting. Responses were received from all excepting those marked with an asterisk (*).

Those who acted as readers of the report are Henry Alter, director of educational services, National Educational Television; George Bair, director of educational television at the University of North Carolina and chairman of the board of directors, National Association of Educational Broadcasters, and formerly educational director of the South Carolina ETV Commission; Robert Blakely, author and continuing education specialist; Dirck Brown*, associate secretary of the National Commission on Teacher Education and Professional Standards (NEA); C. R. Carpenter, research professor, Pennsylvania State University, and Commission on Instructional Technology; Alexander N. Charters*, vice-president for continuing education, Syracuse University; Lark O. Daniel, executive director, Southern Educational Communications Association; James Dorland, associate director of the Adult Education Service Division and executive secretary of the National Association for Public School Adult Education (NEA); Roy Edelfelt*, executive secretary of the National Commission on Teacher Education and Professional Standards (NEA); Donley F. Feddersen, chairman of the department of radio and television and director of radio and television services, Indiana University; Phillip Frandson*, associate director of university extension, University of California at Los Angeles; Marlowe Froke, director of broadcasting and continuing education in the division of continuing education services, Pennsylvania State University; Hyman Goldin, associate professor of communications, Boston University, and formerly executive secretary, Carnegie Commission on Educational Television; Mary Jane Hewitt, director of special education programs, UCLA; Robert Hudson, vice-president, National Educational Television; Eugene I. Johnson, professor of adult education, University of Georgia; Kenneth Komoski, director, Educational Products Information Exchange Institute (EPIE); Robert L. Larsen, assistant general manager, WGBH Educational Foundation; Chalmers H. Marquis*, executive director, Educational Television Stations, National Association of Educational Broadcasters; Harold Mendelsohn, professor of mass communications and director of the communications arts center, University of Denver; Richard J. Meyer, director of school television service, WNBT; Robert A. Mott, executive director, National Educational Radio, National Association of Educational Broadcasters; Frank Norwood, executive secretary, Joint Council on Educational Telecommunications; John Ohliger, assistant professor of adult education, The Ohio State University; Robert Pitchell, executive director,

National University Extension Association; John Walker Powell, Office of Economic Opportunity, Office of Rural Affairs; Robert M. Reed, executive director, Educational Television Stations/Program Service, National Association of Educational Broadcasters; Jerrold Sandler, executive director, Reading is Fun-damental Program, Smithsonian Institution; Wilbur Schramm*, director of the Institute of Communication Research and Janet M. Peck, professor of international communications, Stanford University; Robert Louis Shayon* of the *Saturday Review* and the Annenberg School of Communications, University of Pennsylvania; William H. Siemering*, general manager, WBFO; Hamilton Stillwell, dean of urban extension, Wayne State University; Allen Thomas, executive director, Canadian Association for Adult Education; Ignacy Waniewicz, UNESCO; Harold E. Wigren, educational television consultant, National Education Association; and John Winnie*, department of radio and television of the division of extension and university services The University of Iowa.